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The political and administrative
structures of the metropolitan
region of Quebec

André Bernard
Jacques Léveillé
Guy Lord



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The political and administrative structures of
the metropolitan region of Quebec

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Ottawa
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The views expressed are those of the authors and do not necessarily represent those of the Ministry of State for Urban Affairs.

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Foreword

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan region of Quebec, ranging from the structure of local and regional governments to the composition of political and administrative agencies.

Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.

The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.


The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier
Assistant Secretary

Abstract

Depending on the definitions chosen, the metropolitan region of Quebec has several regional boundaries. This study deals primarily with the political and administrative structures of the Quebec City Urban Community and touches briefly on the combined municipalities of the Quebec City special area, as defined under the terms of the Canada-Quebec Special Areas Agreement. The Quebec City Urban Community is made up of 22 municipalities, two of which are given particular attention, namely, the cities of Quebec and Sainte-Foy.

This study outlines the main political and administrative features of the Quebec City Urban Community and of two of its constituent cities - Quebec and Sainte-Foy. Its purpose is twofold: firstly, to describe the political and administrative bodies of these three legal entities; secondly, to list the public bodies within these local and regional governments, as well as within the provincial and federal governments, which are involved in the development of the region and in the planning of urban transportation within the boundaries of the Quebec City urban area.



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Abbreviations

QUCTC	Quebec Urban Community Transit Commission
DREE	Department of Regional Economic Expansion
QPDB	Quebec Planning and Development Bureau
MSUA	Ministry of State for Urban Affairs
GQWPB	Greater Quebec Water Purification Board
QUC	Quebec Urban Community
QUCPC	Quebec Urban Community Planning Commission
DMA	Department of Municipal Affairs

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Introduction

The first part of this report describes the political and administrative structures of the municipalities in the Quebec City special area, as defined in the Canada-Quebec Agreement on Special Areas. In Section A, the 44 municipalities in the special area are situated within the general system of municipal government as it exists at the present time in the Province of Quebec. Section B focusses on the metropolitan government agency which, for certain purposes, regroups 22 of these municipalities: the Quebec Urban Community. Finally, Sections C and D describe the governmental structures of the two major components of the QUC: the City of Quebec and the city of Sainte-Foy.

The second part of the text consists of a more detailed description of the municipal, community, provincial and federal bodies which are responsible for urban development in Quebec City. These bodies are numerous and their activities are diverse in nature and often different, although complementary, in scope. The approach distinguished between two main areas: land development and the question of urban transportation.

I Political and administrative structures in the
Quebec City special area

A The Quebec City special area

1 Geographical description

The Quebec City special area may be defined as the irregular rectangle formed by the territory bounded more or less by the following towns, villages and settlements: Chaudière, Pintendre, Saint-Féréol, Orsainville, Loretteville, Camp Valcartier and Saint-Augustin-de-Québec (see Figure 1 for a map of the Quebec City special area).

2 Classification of component parts

The Quebec City special area is made up of 44 municipalities which are either governed by the Municipal Code or are subject to the Cities and Towns Act. The City of Quebec is not, however, subject to these statutes as it is governed by its own charter. It should also be noted that the special area included a number of non-municipal communities such as the military base at Valcartier, the Lorette Indian Reserve, Mont-Sainte-Anne Provincial Park and other non-organized territories.

2.1 Municipalities governed by the Municipal Code

The special area has 20 municipalities governed by the Municipal Code (see Table 1: Classification of municipalities in the Quebec City special area). In general, a municipality which is subject to the Municipal Code has fewer than 2,000 inhabitants because the Cities and Towns Act permits any municipality having more than 2,000 inhabitants to acquire the status of a town. These municipalities are divided into two groups: local and village municipalities.

2.1.1 Local municipalities

The special area is made up of 15 local municipalities (see Table 1) which must, at all times, have more than 300 inhabitants. They have the power to pass by-laws concerning the construction and maintenance of roads, bridges, sidewalks, etc. In some

cases their power extends to the establishment of services for the protection of persons and property. In addition, they have the power to expropriate and take legal action against those persons who do not observe these by-laws, and they can appoint officers to administer their decisions. A local municipality can levy and collect various taxes and contract loans and often receives government grants. The council of a local municipality is made up of a mayor and six councillors who are elected for two-year terms.

2.1.2 Village municipalities

The special area includes five local municipalities which are also village municipalities (see Table 1). Village municipalities are distinguished from other local municipalities by the fact that, while they do not have to have at least 300 inhabitants, they must have at least 40 houses in an area of no more than 60 acres; in addition, taxable property in the municipality must be valued at no less than \$50,000. Such communities are usually larger than other local municipalities and, accordingly, they enjoy greater powers: they can pass special by-laws concerning public markets, sidewalks, public roads, public health, and fire prevention. Unlike other local municipalities, because of this authority to pass by-laws, their powers are more extensive than the mere provision and maintenance of community facilities and services. The government of a village municipality is, however, set up in the same way as the government of any other local municipality.

2.2 Municipalities governed by the Cities and Towns Act

The special area contains 24 municipal bodies subject to the Cities and Towns Act, 13 of which are cities and 11, towns (see Table 1). To be incorporated as a city, a municipality must have more than 6,000 inha-

Table 1 Classification of municipalities in the Quebec City special area

Municipalities in the Quebec City special area	local	Municipalities governed by the Municipal Code	village	cities	Municipalities governed by the Cities and Towns Act	towns	Municipalities belonging to the QUC
Ancienne-Lorette							
Ange-Gardien			x	x			x
Beaulieu			x				
Beauport				x			x
Beaupré						x	
Bernières	x						
Charlesbourg				x			x
Charlesbourg-est	x						x
Charny						x	
Chateau-Richer						x	
Courville							
Giffard				x			x
Lac-Saint-Charles				x			x
Lauzon	x						x
Lévis				x			
Loretteville				x			
Montmorency							x
Notre-Dame-des-Laurentides						x	x
Orsainville							
Sainte-Anne-de-Beaupré				x			x
						x	

Table 1 (cont'd)

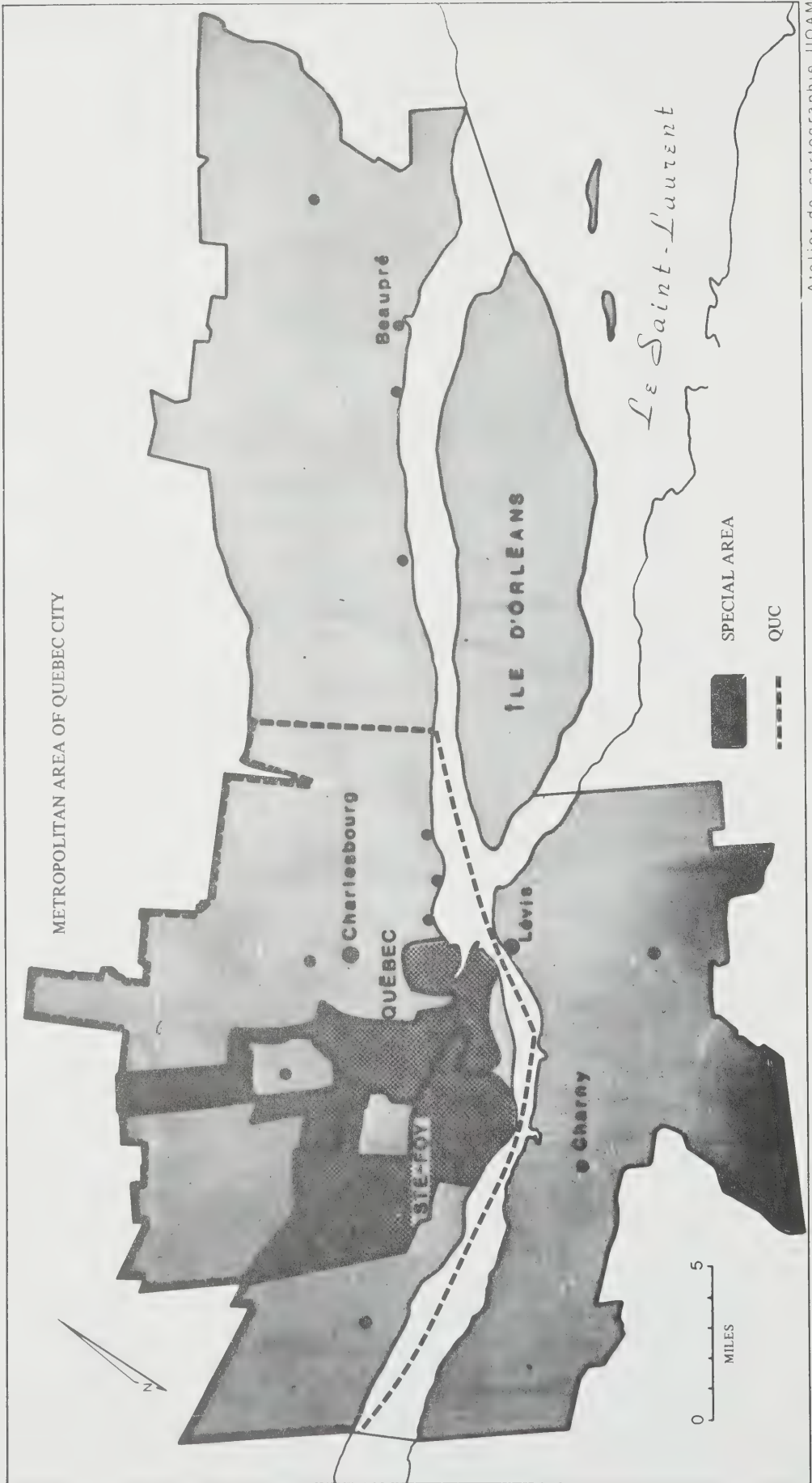
Municipalities in the Quebec City special area	Municipalities governed by the Municipal Code	Municipalities governed by the Cities and Towns Act	Municipalities belonging to the QUC		
	local	village	cities	towns	
Saint-Augustin-de-Desmaures	x				x
Saint-David-de-L'Auberivière				x	
Sainte-Famille	x				
Saint-Félix-du-Cap-Rouge	x				x
Saint-Féréol-les Neiges	x				
Saint-Emile	x	x			x
Sainte-Foy			x		x
Saint-François	x				
Saint-Jean	x				
Saint-Jean-Chrysostôme				x	
Saint-Jean-de-Boischatel		x			
Saint-Joachim	x			x	
Saint-Joseph-de-la-Pointe-de-Lévy	x				
Saint-Laurent	x				

Table 1 (cont'd)

Municipalities in the Quebec City special area	local	village	cities	towns	Municipalities governed by the Cities and Towns Act	Municipalities belonging to the QUC
Saint-Louis-de-Pintendre	x					
Saint-Nicolas				x		
Saint-Pierre	x					
Saint-Rédempteur		x				
Saint-Romuald-d'Etchemin			x			
Sainte-Thérèse-de-Lisieux	x					x
Sillery			x			x
Val-Bélair				x		x
Vanier			x			x
Villeneuve				x		x

NOTE: The City of Quebec has its own charter, is not subject to the Municipal Code or to the Cities and Towns Act and is a member of the QUC.

FIGURE 1



bitants. The only distinction between a city and a town is this minimum population requirement, while the only difference between municipalities subject to the Cities and Towns Act and those governed by the Municipal Code is the increased powers given the former in connection with the protection of persons and property. However, charters and acts incorporating cities and towns may not only provide for powers and conditions different from those found in the Municipal Code, but in addition may contain departures from the Cities and Towns Act.

2.3 Non-municipal communities

In addition to the Lorette Indian Reserve, Mont-Sainte-Anne Provincial Park and Valcartier Military camp (all of which come under the jurisdiction of federal or provincial authorities), non-urban communities that are non-organized territories are also found in the special area. A territory is said to be non-organized if it has fewer than 300 inhabitants. At the local level, such territories are administered by county municipalities. A county municipality has jurisdiction over a whole county. The council of a county municipality is made up of all those municipalities within the county which are governed by the Municipal Code. The duties and powers of the county municipalities are the same as those of local municipalities. It should be noted that the special area is located at the meeting point of the county municipalities of Portneuf, Quebec, Lévis and Montmorency.

3 Major urban areas

The special area is made up of three very large urban areas. The Quebec Urban Community covers 22 municipalities (see Table 1) with a total population of 429,120 (1973 census). Among these municipalities, the City of Quebec numbers 187,998 inhabitants (1973 census) and the city of Sainte-Foy, 71,000 inhabitants

(1973 census). The following constitutes a description of the political and administrative structures of the major urban areas in the Quebec City special area: the QUC and its two member cities, Quebec City and Sainte-Foy.

B The Quebec Urban Community

1 General organization

1.1 Incorporation

The QUC was established under the Quebec Urban Community Act, chapter 83 of the Statutes of Quebec, assented to on December 23, 1969. On February 5, 1970, the mayors of the regional municipalities met to set up the community and elected the members of the Executive Committee.

1.2 Legal status and general mandate

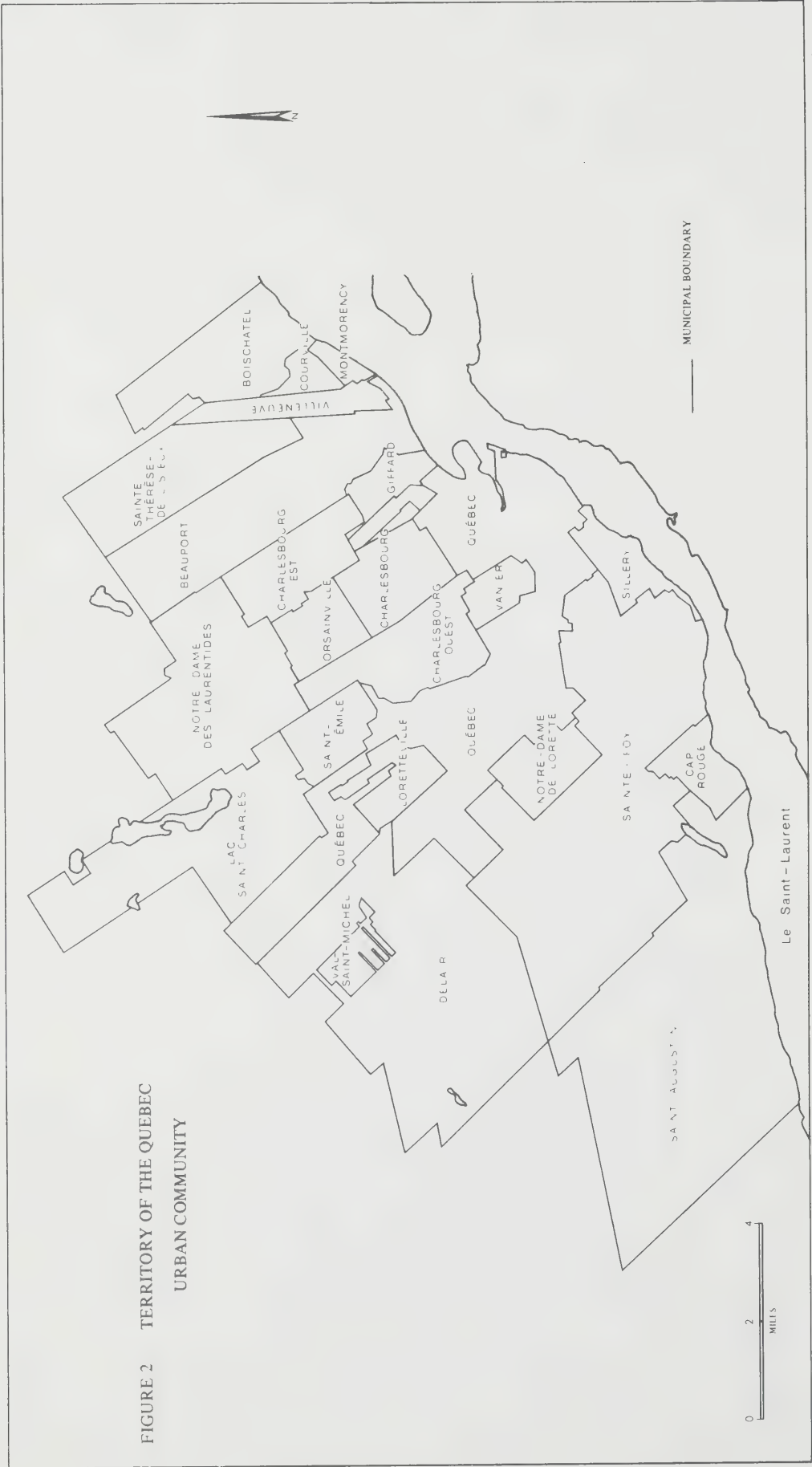
The QUC is a corporation within the meaning of the Civil Code which enjoys all general powers prescribed by law.

Within the Quebec system of local government, the QUC is a metropolitan government body made up of 23 municipalities which have three principal goals:

- (a) to ensure the coordination of policies affecting the human, physical and economic resources of the region;
- (b) to provide the region with an administrative body having duties and powers to enable it to improve the services rendered to its inhabitants;
- (c) to provide better solutions to the problems caused by the rapid urbanization of the region.

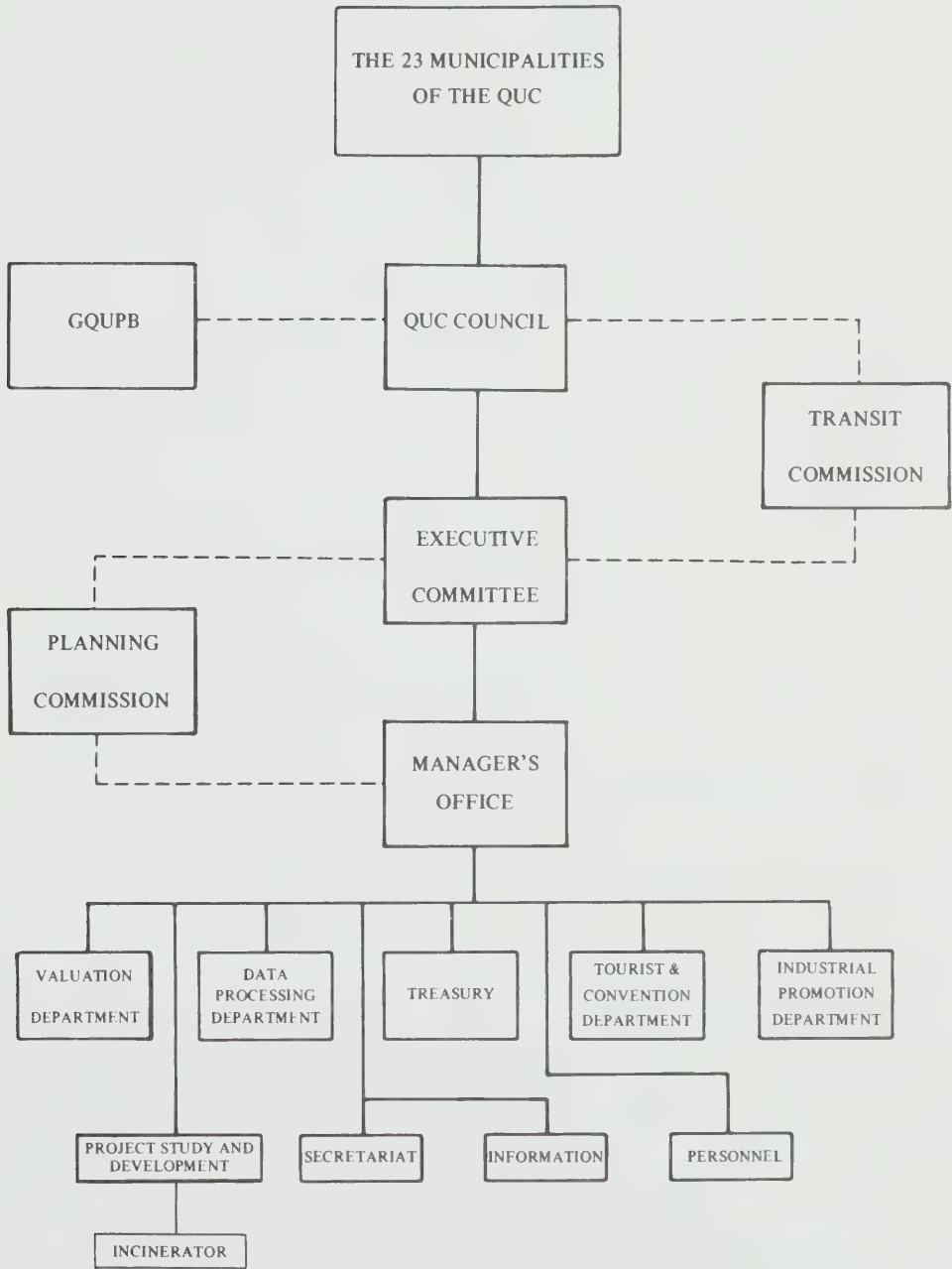
1.3 Area and population

The QUC's 22 municipalities are located on the north shore of the St. Lawrence River between Boischatel on the east, Saint-Augustin on the west and the municipality of Lac-Saint-Charles on the north (see Figure 2 for a map of the territory of the QUC). The QUC is 219.9 square miles in area and has 429,120 inhabitants.



THE QUEBEC URBAN COMMUNITY

FIGURE 3 ORGANIZATION CHART OF THE POLITICAL AND ADMINISTRATIVE STRUCTURES OF THE QUEBEC URBAN COMMUNITY



2 Political and administrative structures

2.1 General description

The Community is governed by two bodies:

- The Council, consisting of the mayors of the 22 member municipalities (the City of Quebec delegates two municipal councillors in addition to its mayor);
- The Executive Committee, consisting of seven members, three of whom are appointed by the City of Quebec and four by the mayors of the other municipalities.

The Community has its own administrative departments (valuation, data processing, tourist and convention, industrial promotion, secretariat, and treasury) with a manager appointed by the Council responsible for all of them.

Finally, the Act establishing the Community provides for the setting up of three commissions and defines their status and relationship to the community:

- the Quebec Urban Community Planning Commission;
- the Quebec Urban Community Transit Commission;
- the Greater Quebec Water Purification Board;

(See Figure 3 for an organization chart of the political and administrative structures of the QUC.)

2.2 Competence of the QUC

The Community has two types of powers: those which the Act declares to be mandatory and those which the participating municipalities may surrender to the Urban Community should they wish to do so.

The mandatory powers can be exercised as soon as the Act comes into force, while the optional powers may be exercised only after a by-law has been passed by the Community and approved by the Lieutenant-Governor in Council. The municipalities within the Community retain their jurisdiction over all these matters as long as the Community has not decided to

intervene in these areas. The mandatory powers are listed in section 105 of the Act and the optional powers in section 107.

2.2.1 The mandatory powers

Valuation of immovable property: Although the Act sets no deadlines for doing so, the Community is responsible for establishing a valuation department and appointing a valuation commissioner for the whole territory. This commissioner is required to prepare a valuation roll every five years and revise it annually; in addition, provision is made for the establishment of a Board of Revision of Valuations;

Development plan: Within one year of the coming into force of the Act, the Community is to prepare a development plan for its territory comprising:

- the assignment of the use of land and the approximate occupation densities;
- the approximate routes of the main traffic thoroughfares;
- the nature and approximate location of urban installations;
- the nature, location and approximate routes of public utility services;
- a project for rearranging the territorial limits of the municipalities.

Establishment of a central data processing department:

The Community may set up a data processing department and ensure the integration of information for making valuation rolls and for sending tax accounts;

Establishment of an industrial fund and industrial

promotion: This power enables the Community - to the exclusion of the municipalities which have no jurisdiction in this area - to avail itself of the provisions of the Industrial Funds Act and to provide all services required for the development of industrial land;

Tourist promotion: The Community has exclusive

authority to make expenditures for the promotion of the tourist industry;

Traffic regulation: Subject to the provisions of the Highway Code, the Community may regulate traffic, speed limits, parking and highway signals on inter-municipal roads;

Construction standards: The Community may set minimum building construction standards.

2.2.2 The optional powers

- water supply (including treatment of waste water but excluding sewage);
- garbage disposal;
- organization of a health department;
- coordination and integration of police departments;
- coordination of fire departments (it should be noted that the Act makes no provision for the integration of fire departments);
- organization of recreation and establishment of regional parks;
- construction of subsidized housing;
- establishment of intermunicipal libraries.

2.2.3 Powers exercised

Since its incorporation in January 1970, the QUC, with the approval of its constituent municipalities, has assumed jurisdiction throughout the Community in the following areas:

Property assessment and legal and scientific identification: more than 90,000 pieces of property;

Data processing: The QUC assesses property, draws up and sends municipal tax accounts and sees that these accounts are paid, at the same time following the directives of the municipalities, however, in accordance with the property tax rates established by the various municipal councils;

Industrial development: The Community assigned the

Planning Commission (see 2.4.4) the task of preparing and implementing a development plan;

Garbage disposal: Responsibility in this area was transferred from the regional municipalities to the Community after the former experienced difficulty in jointly financing a regional garbage disposal project. The Community began construction of an incinerator, thereby eliminating many open dumps and making additional areas available for redevelopment;

Public transit: The Transit Commission (see 2.4.4) is in the process of unifying and integrating bus service within the whole area of the Community.

2.2.4 Future areas of jurisdiction

The QUC has thus claimed jurisdiction mainly in those areas directly assigned to it by the Act, except in the area of construction standards, traffic regulation and the population census. As far as its optional and conditional powers are concerned, the QUC has not as yet claimed jurisdiction over the following areas:

- establishment of intermunicipal drinking water systems;
- recreation of a regional nature and regional parks;
- construction of low-rental housing;
- coordination of the police and fire departments;
- integration of the police departments;
- public health;
- intermunicipal libraries.

Finally, the QUC has not been granted other responsibilities either by the provincial government or by its constituent municipalities.

2.3 Political structures

2.3.1 The Council

2.3.1.1 Composition

The Council consists of one representative from each municipality within the territory of the QUC. Because of the size of its population, the City of Quebec delegates two representatives to the Council, in addition to its mayor, bringing the number of council members to 24. As a general rule, the mayor himself is the ex-officio representative of the rate-payers in his municipality. If he is unable to do so, his municipal council designates a replacement (see Table 2 for a list of the municipalities, populations and members of the Council).

2.3.1.2 Powers

The Council exercises the powers of the Community except in those areas declared to be under the exclusive jurisdiction of the Executive Committee (see Executive Committee 2.3.2).

The Council has the power to legislate. It approves, rejects, amends or returns for additional study or amendments all proposed by-laws and recommendations submitted to it in the form of resolutions by the Executive Committee.

2.3.1.3 Operation

Regular meetings are held at least once every three months. Five members, however, are sufficient to call a special meeting. The agenda for each meeting is drawn up by the Executive Committee. The decisions of the Council are taken by a majority vote among the members present at regular or special meetings, with each member having one vote for every thousand inhabitants of the municipality which he represents (see Table 2). All votes taken on a decision require 50

Table 2 Composition of the QUC Council, August 1974

Municipalities	Representatives	Population (as at June 1, 1972)
Quebec	Gilles Lamontagne Armand Trottier Jules Blanchet Bernardin Morin Jean-Claude Thibault Marcel Bédard Jules Beaulieu Maurice Renaud Alexis Bérubé Jean-Roger Durand Jean-Paul Nolin Marcel Pageau Roger Labbé Laurence Pageau Roland Vermette Gérard Grenier Pierre Barbeau Raymond Julien Edgar Paquet René Lafond Léopold Beaulieu Télesphore Boissinot Roland Lavoie Marcel Paradis	187,998 71,000 35,000 15,000 14,068 14,000 13,500 12,500 10,500 9,300 6,663 5,187 4,996 4,142 3,238 3,043 2,937 2,792 2,384 7,125 1,725 1,522 <u>429,120</u>
Sainte-Foy		
Charlesbourg		
Beauport		
Sillery		
Orsainville		
Giffard		
Loretteville		
Vanier		
Ancienne-Lorette		
Courville		
Notre-Dame-des-Laurentides		
Montmorency		
Villeneuve		
Saint-Félix-de-Cap-Rouge		
Saint-Augustin		
Sainte-Thérèse-de-Lisieux		
Saint-Emile		
Lac-Saint-Charles		
Val-Bélair		
Boischatel*		
Charlesbourg-est		

The chairman of the Council is Gilles Lamontagne, Mayor of the City of Quebec, and the vice-chairman, J.-C. Thibault, Mayor of Charlesbourg.

* The representative for Boischatel is entitled to speak and vote only on those matters affecting the Transit Commission.

percent of the vote of the municipalities other than the City of Quebec.

The Council elects a chairman and a vice-chairman for four-year terms, unless they cease to be members of the Council before the expiry of these terms. (See Table 2 for the names of the chairman and vice-chairman.)

Although the members of the Executive Committee and the chairmen of the Purification Board, the Planning Commission and the Transit Commission are not members of the Council, they are, however, entitled to participate at meetings of the Council, but they do not have the right to vote.

It is interesting to note that the City of Quebec does not play the same decisive role on the Council as the City of Montreal does on the Council of the Montreal Urban Community; the City of Montreal is represented by its entire council at the Community's general meeting, while the City of Quebec sends only three delegates to its meeting.

2.3.1.4 Council Committees

The Council has the authority to establish certain committees, with the chairman of the Executive Committee being an ex-officio member of them. To date, no such committees have been established.

2.3.2 The Executive Committee

2.3.2.1 Powers

The Executive Committee is responsible for the management of the Community's affairs and sees that the decisions of the Council are carried out. To this end, it has full authority over all officers of the Community.

For all important matters, (budget, loans, leases, employee classification plans, and so forth), the Executive Committee prepares and submits applications

or reports to the Council. The Executive Committee does, however, have a number of powers of its own:

- it appoints all officers of the Community;
- it can authorize draft contracts involving an expenditure of less than \$5,000;
- it may, if so authorized by by-law of the Council, grant to the lowest bidder contracts of less than \$10,000;
- in urgent cases, it is entitled, upon the written application of the manager, to incur any expenses which it deems necessary; the committee then submits to the Council, at its next meeting, a report stating the reasons therefor;
- the Executive Committee may in its own right make a report to the Council on any matter within its competence or that of the Council.

2.3.2.2 Composition

The Executive Committee consists of seven members representing the various administrative areas within the boundaries of the Community. It should be noted that the Executive Committee is not formed from the Council but is constituted in the manner described below.

The City of Quebec is designated as sector 1 and, because of the size of its population, delegates three members of Council to represent it on the Executive Committee. The other four sectors are organized in the following manner, and they delegate only one representative each to the Executive Committee;

- Sector 2 including Sainte-Foy, Sillery and Cap-Rouge;
- Sector 3 including Saint-Augustin, Ancienne-Lorette, Loretteville, Saint-Emile, Notre-Dame-des-Laurentides, Lac-Saint-Charles and Val-Bélair;
- Sector 4 including Vanier, Charlesbourg, Orsainville and Charlesbourg-est;
- Sector 5 made up of Giffard, Beauport, Sainte-Thérèse-de-Lisieux, Villeneuve, Montmorency,

Courville and Boischatel.

As far as the choice of representatives for sectors 2,3,4 and 5 is concerned, meetings of the mayors of each sector are organized and chaired by the secretary of the Community. Each mayor is entitled to one vote, the successful candidates being determined by a majority vote of the delegates present.

The term of office for members of the Executive Committee is four years, unless the mayor or municipal councillor is defeated at the polls. The chairman of the Committee is the only full-time officer.

The chairman and vice-chairman of the Executive Committee are designated by resolution of the Council, with the choice being made from among the members of the Executive Committee. The composition of the Committee as of August 1974 may be seen in Table 3.

2.3.2.3 Operation of the Executive Committee

The members themselves decide by internal by-law on the number and dates of meetings; four members constitute a quorum at these meetings, with each member of the Executive Committee having one vote.

2.3.2.4 Committees appointed by the Executive Committee

Since 1970, the Executive Committee has established three committees:

QUC Employee Pension Fund Committee

QUC Administrative Services Housing Committee

Garbage Disposal Committee (incinerator project)

Only the first two committees are currently in operation.

2.4 Administrative structures and commissions

2.4.1 General

Table 3 Members of the Executive Committee (August 1974)

Armand Trottier	Chairman and Municipal Councillor for Quebec City
Bernardin Morin	Vice-chairman, Mayor of Sainte-Foy
Gilles Lamontagne	Mayor of Quebec City
Jules Blanchet	Municipal Councillor for Quebec City
Marcel Pageau	Mayor of Ancienne-Lorette
Maurice Renaud	Mayor of Orsainville
G�rard Grenier	Mayor of Villeneuve

Source: Quebec Urban Community Secretariat

2.4.1.1 The Act establishing the Community makes provision for three types of administrative structures:

Manager's Office, Secretariat and Treasury. The three positions in question are provided for by the Act and their duties defined therein;

Departments established by the Council of the Community. They are four in number: the Valuation, Data Processing, Tourist and Convention and Industrial Promotion Departments;

Para-community services established by the Act: the Transit Commission, the Water Purification Board and the Planning Commission. The first two commissions enjoy the status of public corporations while the Planning Commission is not a corporation distinct from the Community. Finally, the first two commissions have jurisdiction over the territory defined in schedules B (transportation) and D (water) of the Act; it does not coincide exactly with that of the municipalities making up the Community. The Planning Commission exercises its jurisdiction throughout the territory of the Community.

2.4.1.2 Community departmental staff

The Community employed 262 persons as of August, 1974. (See Table 4 for a breakdown by sex, department and office.)

These employees are selected by public competitions. They are unionized and their working conditions are governed by a collective agreement.

2.4.1.3 QUC departmental budgets

A breakdown of QUC budgetary estimates by department for 1972 and 1973 may be seen in Table 5.

2.4.2 Manager, secretary and treasurer

These three statutory officers of the Community are appointed by the Council and may be removed by it

after six months by an absolute majority vote of its members.

At the present time, the duties of manager and treasurer are invested in the same person, Gilles Guérin.

2.4.2.1 Manager

The manager reports directly to the Executive Committee and in effect performs the functions of a government General Secretary. In addition to the Treasury, he is responsible for personnel administration, purchases and project study and development. His duties are set out in section 90 of the Act. The Manager:

- as mandatar of the Executive Committee, exercises authority over the heads of departments, with the exception of the secretary of the Community and the valuation commissioner;

- has access to all the Community's records and can compel any officer to provide him with any information he requires;

- submits projects prepared by heads of departments to the Executive Committee, coordinates the budgetary estimates of the various departments and submits them to the Committee for approval;

- ensures that the money is used in accordance with the budget and, under the authority of the Executive Committee, that the plans and programs of the Community are carried out.

All communications between the Executive Committee and the officers of the Community are channeled through him.

2.4.2.2 Secretary

The Secretary of the Community attends all meetings of the Council and Executive Committee. He takes the minutes of these meetings and certifies their accuracy and that of all other official documents and instruments of the Community. He calls and chairs meetings of delegates from the municipalities in the

Table 4 Department staff in the Quebec Urban
Community (September 1, 1974)

Total number	262
Composition	195 men 67 women
Breakdown of employees by department and office	
Administration	11 permanent
Personnel	4 permanent full-time
Secretariat	5 permanent full-time 1 non-permanent full-time
Treasury	10 - 8 permanent full-time, 1 non-permanent full-time and 1 student
Data Processing	40 - 29 permanent full-time and 11 non-permanent full- time
Industrial Promotion	6 permanent full-time
Tourist and Convention	19 - 11 permanent full- time, 2 non-permanent full- time, 1 outside employee and 5 students
Valuation	135 - 93 permanent full- time, 5 non-permanent full- time, 9 casual and 28 students
Planning Commission	22 - 3 permanent full-time, 15 casual and 4 students

various sectors of the Community for the selection of Executive Committee members.

2.4.3 Community Departments

The Community has set up four departments corresponding to its principal areas of jurisdiction. Most of these departments have small staffs and have relatively simple organizational and hierarchical structures. With the exception of the Valuation Department, which is headed by a commissioner who reports directly to the Executive Committee, the various departments are run by a manager and an assistant manager. (See Table 6 for a list of the QUC managerial staff.)

2.4.3.1 Property Valuation Department

This department has the largest budget (\$1,559,781 in 1974) and the largest staff (135 employees, or more than one half the total number of persons employed by the Community).

The department was established in May 1970 and assigned the main task of drawing up a valuation roll for each of the constituent municipalities before January 1, 1974 (chapter 88 of the 1971 Statutes amending the Act incorporating the QUC). It brought together under one department the valuation staffs of all the constituent municipalities. Following this, the duties of the department were expanded when changes were made in existing valuation rolls in 1971 and 1972 and when the Department of Municipal Affairs chose the territory of the QUC as a pilot area for compiling a property assessment manual to be used in making five-year valuation rolls throughout the province. To this end, as early as January 1973, the Valuation Commissioner, after consultation with the Department of Municipal Affairs and the Municipal Affairs Commission, suggested to the Executive Committee that a permanent basic master file be set up before 1977; the Council authorized the QUC to borrow up to

Table 5 Budgetary estimates (1974, 1973, 1972)
Summary by department

	1974	1973	1972
Administration	\$ 604,955	\$ 698,832	\$ 614,560
Valuation	1,559,781	1,345,422	1,159,219
Data processing	795,613	661,797	491,034
Industrial promotion	198,261	202,198	159,190
Tourist promotion	409,767	380,414	283,080
Secretariat	116,041	106,783	98,212
Personnel	80,514	87,060	81,605
Treasury	362,326	89,199	169,041
Board of Revision	-	-	100,000
	<u>\$4,127,258</u>	<u>\$3,571,705</u>	<u>\$3,005,941</u>
Capitalizable portion	600,000	549,136	579,846
	<u>\$3,527,258</u>	<u>\$3,022,569</u>	<u>\$2,476,095</u>
Sanitation	Approved expenditure	\$2,524,907	
(new department, 1974)	Capitalizable portion	<u>916,196</u>	
		\$1,608,711	

Source: 1973-74 QUC budget

\$1,755,000 for this purpose.

The Community attaches a great deal of importance to this master file insofar as it promises to become a basic tool of financial planning and tax reform in the future.

The Community is required by by-law to establish a Board of Revision of Valuations to hear complaints lodged against property tax assessments (sections 120 to 141 of the Act); the QUC's 1973 budget allocated \$100,000 for this purpose.

2.4.3.2 Industrial Promotion Department (also called Industrial Commission)

Although it does not have as large a budget (\$198,261 in 1974) or as many staff members (six employees) as the Valuation Department, the Industrial Promotion Department was one of the Community's earliest priorities. The QUC established it on June 18, 1970 and set up an industrial fund of one million dollars. The Department inherited a project for the construction of an industrial park in Saint-Augustin in Portneuf County, a project which had been proposed by the regional county Chamber of Commerce, and a committee made up of representatives from various provincial and federal government departments and agencies, intermediary bodies interested in the development of the region, and representatives from the various regional municipalities. The realization of this project will be one of the Department's prime objectives in the future. (See Part II, 2.1 of this report.)

The Department is made up of three industrial commissioners, one of whom acts as the Department's director in charge of drawing up policies and programs, ensuring departmental contact with outside agencies and performing all the duties assigned to him. The two other commissioners assist him in his task: one is responsible for publicity and the

Table 6 Managerial staff and heads of departments (August 1974)

Administration	
Manager and treasurer	Gilles Guérin
Secretary	Yvan Dallaire
Assistant secretary	Jacques Forgues
Assistant treasurer	Jean Frenette
Personnel management officer	Pierre Boucheault
Information and public relations	Raymond Martin
Project study and development	Hervé Aubin
Superintendent of regional incinerator	Roland Rinfret
Assistant manager	Jean-Paul Royer
Secretary of Planning Commission	Jean Guyard
Valuation Department	
Commissioner	André St-Arnaud
Associate director	Chantal Gagnon
Assistant director	Marcellin Masson

Table 6 (cont'd)

Industrial Promotion Department	
Director	Raymond Dufour
Commissioners	Louis Houdet
Data Processing Department	
Director	Jacques Huot
Assistant director	Gilles Bélanger
Tourist and Convention Department	
Director	Jacques Roy
Associate director	Gilles Lamontagne

Economic Data Centre for the region, and the other is in charge of industrial and harbour promotion.

2.4.3.3 Data Processing Department

The Data Processing Department has 40 employees and has the third largest budget next to that of the Valuation and General Administration Departments. Its job is to draw up all the collection rolls and tax accounts for the 22 municipalities in the Community.

2.4.3.4 Tourist and Convention Department

This department has 19 employees and a budget of \$409,767 (1974) and is responsible for developing the tourist industry, one of Quebec's major resources, in the whole area of the Community.

2.4.4 The Commissions

2.4.4.1 Quebec Urban Community Planning Commission

Establishment: The Quebec Urban Community Planning Commission was established under sections 268 to 274 of the Quebec Urban Community Act, chapter 83, Statutes of Quebec, 1969, assented to on December 23, 1969.

The Quebec Planning Commission (RSQ, 1961, chapter 17 and 1965, chapter 82), which was responsible to the government, was thus dissolved and replaced by the QUCPC.

Legal status: The QUCPC is not a corporation distinct from the Community and is considered to be a department within the QUC administration.

Mandate: To advise the government of the Province of Quebec, the Community and the various municipalities in connection with the development, restoration and improvement of the territory so as to retain its distinctive character, and to help in the drafting of the development plan. The Commission is a purely

advisory and investigative body having no specific powers.

Composition: The QUCPC consists of five members, one of whom is the chairman of the Community's Executive Committee. The provincial government appoints two members and designates one of them to be the chairman. The other two members are appointed by the Council of the Community. (See Table 7 for a list of members.)

Meetings: The Commission meets once a week. None of its members is employed by the Commission on a full-time basis.

Financing: The Commission's administrative and operating costs are defrayed mainly by the federal and provincial governments. Thus, the Department of Regional Economic Expansion, through the Quebec Planning and Development Bureau, granted the Planning Commission \$220,909 to carry out the studies required for the drafting of a development plan for the Quebec City region. The results of these studies may be found in "Development Plan, Phase I, Sector Studies" (see Document No. 6).

The Commission also received grants totalling \$142,000 from the Quebec Government (Department of Municipal Affairs) and another \$100,000 from the Ministry of State for Urban Affairs to defray its operating costs. The QUC, meanwhile, gives the Commission \$25,000 annually in 1974 but expects to increase this amount to \$100,000 in 1974-1975.

Commission services: At first the Commission provided no full-time services except for a team of two or three professionals and a secretary. It relied on the services of consulting firms. However, in accordance with a recommendation made in a report prepared in cooperation with the DMA, DREE and the QPDB, the QUCPC has recently set up a planning team made up of 17 professionals and urban development specialists whose mandate will be to complete the development

plan for the area and to suggest ways and means of implementing it. (See Part II, 2.2.)

An "intergovernmental coordinating committee for the Quebec City area," made up of representatives from the federal and provincial governments and from the QUC, was set up to coordinate the activities of the various governments in the Quebec City area and to carry out the studies in Phase 2 of the Development Plan (see Part II, 2.3).

2.4.4.2 The Quebec Urban Community Transit Commission (QUCTC)

Establishment: The QUCTC was established under sections 210 to 254, chapter 83 of the Quebec Urban Community Act, assented to on December 23, 1969.

Amendments: Passage of Bill 131 in 1972 replacing, inter alia, sections 247, 248 and 249 of the QUC Act dealing with the financing of the Commission's deficit.

Before the QUCTC was established, bus service in the Quebec City area was provided by seven private companies which operated in their own particular areas.

Legal status: Public corporation.

Territorial competence: The QUCTC has jurisdiction over the municipalities listed in schedule B of the QUC Act, which includes all municipalities in the QUC except Saint-Augustin and Val-Bélair.

The municipality of Boischatel is also included in this territory, although it is not a part of the QUC, and its representative on the QUC Council is entitled to speak and vote on all matters affecting the QUCTC. In addition, the Commission had to continue service to "extraterritorial" municipalities, an obligation it inherited when the private companies were absorbed into the QUCTC (the areas of Lac-Saint-Joseph, Valcartier, Stoneham and Lac-Beauport). The total area of this territory is 159 square miles.

Table 7 List of members of the Quebec Urban Community Planning Commission (September 1974)

Jean Cimon	Town planning consultant; Chairman
Jean Rousseau*	Director of the Town Planning Department of the City of Quebec; Vice-chairman
Maurice Gravel*	Engineer, Commissioner
Armand Trottier	Chairman of the QUC Executive Committee; Commissioner
Hector Verret*	Former Mayor of Charlesbourg, Commissioner

*For the purposes of the Commission, Mr. Rousseau represents the western, Mr. Verret the central and Mr. Gravel the eastern portions of the territory of the QUC.

Composition: The Commission is made up of three commissioners, one of whom is chairman and general manager. The latter is appointed by the Lieutenant-Governor in Council and the other two by resolution of the Council of the Community, consisting, for this purpose, of the mayor of each municipality mentioned in Schedule B. Their term of office is ten years.

(See Figure 4 for an organization chart of the QUCTC.)

Meetings: The chairman and general manager is a full-time officer. The other commissioners are expected to devote such time as is necessary to the business of the Commission.

Mandate and powers: The Commission's mandate is to integrate the public transit system in the area and to ensure its operation. To this end, the Commission has been given the following powers:

- the power to acquire by agreement or by expropriation any privately owned public transit company;
- the power to establish and change bus routes;
- the power to set fares;
- the power to draw up and administer its budget and to contract loans;
- the power to determine by resolution the pro rata share of its operating deficit for the previous fiscal year payable by each of the municipalities in its territory.

The exercise of these powers is subject to the supervision of three principal outside agencies not directly connected with the Commission;

- the Council of the Community in matters relating mainly to the budget and loans;
- the Quebec Municipal Commission (Minister of Municipal Affairs) in matters relating to any or all of its financial powers;
- the Quebec Transport Commission (Minister of Transport) in matters relating to fares, bus routes and transit regulations.

In practice, the QUCTC enjoys considerable

independence vis-à-vis the Community since it can always appeal to the Quebec Municipal Commission if its budget is rejected by the Community, the former being the higher competent financial control agency. The new Quebec Transportation Act may, however, increase the power of the Department of Transport and the Transport Commission over the QUCTC and the other commissions operating in Quebec (see Part II, 3.1).

Manpower: (see Table 8)

Budget: (see Table 9)

All deficits incurred by the QUCTC are shared by those municipalities which are served by the Commission's vehicles, after obtaining the approval of the Quebec Municipal Commission. The municipalities have been contesting this deficit sharing since 1972 in representations before the Municipal Commission.

At the present time, the QUCTC finances its deficits through loans authorized by the QUC Council and the Quebec Municipal Commission.

2.4.4.3 Water Purification Board

Establishment: Sections 255 to 267, chapter 83, Quebec Urban Community Act, assented to on December 23, 1969.

The Greater Quebec Water Purification Board established under chapter 56 of the 1968 Statutes, comes under the Community's jurisdiction.

Legal status: Public corporation

Composition: The Board consists of four members; the present members will remain in office until the expiry of the term of office for which they were appointed. In future they will be chosen in the following manner:

the Chairman: by the Lieutenant-Governor in Council;

one member: by the Council of the City of Quebec;

two members: by the Council of the Community, with the City of Quebec not being

entitled to vote

Mandate and powers: The Board's mandate is to ensure the purification of water within the territory of the municipalities mentioned in Schedule D of the QUC Act. In carrying out this mandate, it enjoys powers similar to those held by the QUCTC. The provisions applicable to the financing of the latter are also applicable to the Purification Board. The Board's expenses are apportioned among the municipalities in proportion to the taxable or non-taxable property assessment, the population, the number of lodging units, the volume of water discharged, or several of these criteria taken together.

In the exercise of these duties, the Board is subject to technical supervision by the Quebec Municipal Commission (Department of Municipal Affairs).

2.5 Revenue and expenditures of the QUC

Fiscal year: The fiscal year begins on January 1 and ends on December 31.

Financial procedure: The budget is drawn up by the Executive Committee and filed with the secretary of the Community who sends copies of it, by October 15 at the latest, to each municipality and member of the Council, along with copies of the budgets of the Transit Commission and Purification Board, and the Executive Committee's recommendations concerning them. These budgets are then submitted to the Council no later than November 15 at a special meeting called for this purpose. If they are not adopted by the Council before December 15, they automatically come into force as of this date. However, in such a case, in order to have these budgets amended, five members of the Council may file with the Quebec Municipal Commission, before January 1, a petition that has been served upon the Community and, if applicable, upon the Transit Commission or the Water Purification Board. The Commission has until February 1 to

FIGURE 4 QUEBEC URBAN COMMUNITY TRANSIT COMMISSION

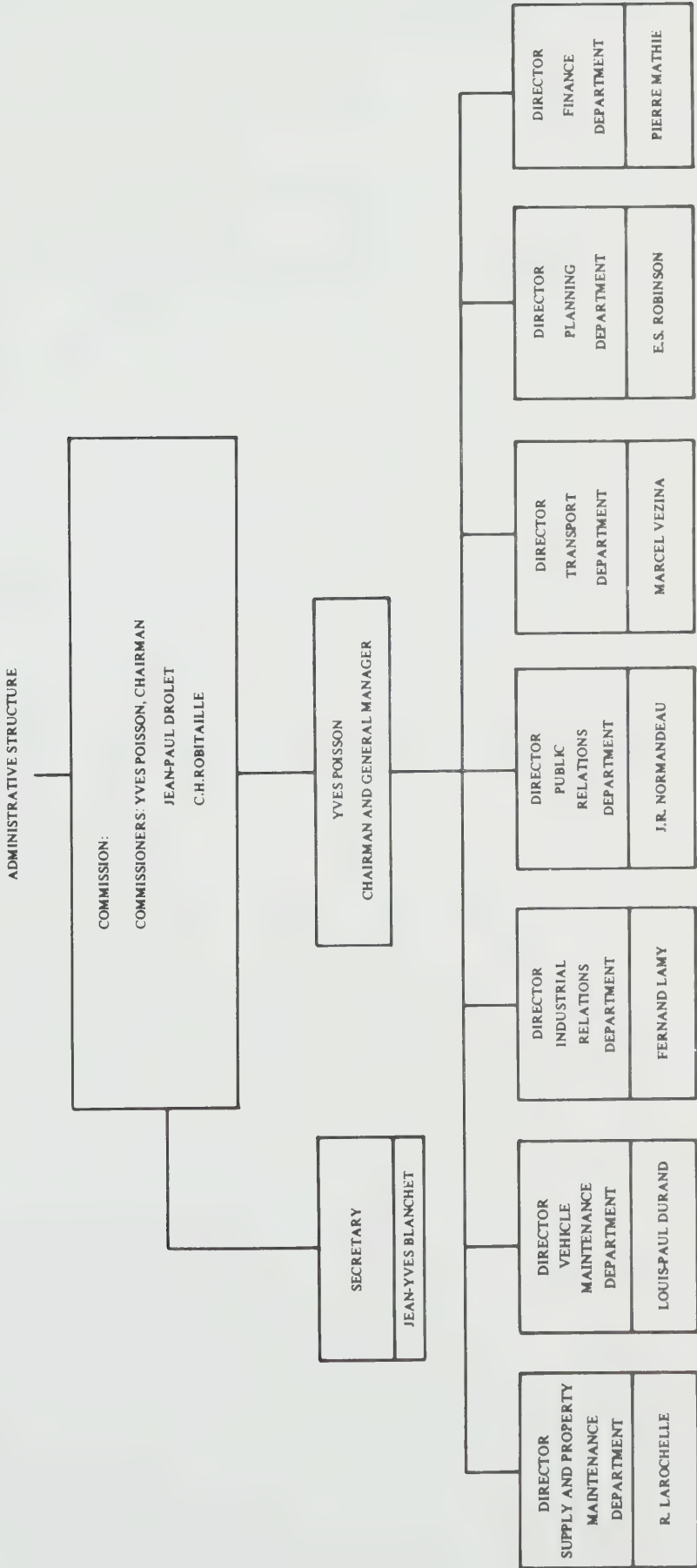


Table 8 Manpower employed by the Quebec Urban
 Community Transit Commission

Total number as at December 31, 1973: 691, of whom
630, or 91 percent, are unionized. Unionized
personnel includes all drivers, garage employ-
ees, support and office staff.

Other departments:

Commission	6
Administration	14
Industrial relations	11
Public relations	10
Planning	7
Finance	<u>13</u>
	61

Table 9 Budget of the Quebec Urban Community Transit Commission

	1971	1972	1973
Revenue	\$6,856,015	\$7,853,510	\$10,024,793
Expenditures	\$7,193,866	\$9,555,481	\$11,790,603
Deficit	(\$337,851)	(\$1,701,971)	(\$ 1,765,810)

Source: Annual report of the QUCTC, 1972

Table 10 Quebec Urban Community, Contributions of municipalities - Comparative table

Decrease - 8 municipalities		\$72,979.53						
Increase + 15 municipalities		48,104.54						
Total decrease		\$24,874.99						
Sector	City or municipality	1970 Share (%)	1971 Share (%)	1972 Share (%)	1973 Share (%)	1972 Payable in 1973	1973 Payable in 1974	Increase Decrease (\$) 1972-1973
1	City of Quebec	41.74 (1)	41.54 (2)	42.28	40.99	\$ 749,852.29	\$ 716,777.37	- 33,074.92
2	City of Ste-Foy	21.26	23.86 (3)	22.62	22.50	401,174.52	393,449.40	- 7,725.12
2	Sillery	5.60	5.84	5.95	4.85	105,525.57	84,810.20	- 20,715.37
2	St-Félix de Cap-Rouge	.83	.80	.81	1.02	14,365.67	17,836.37	+ 3,470.70
3	Town of Ancienne-Lorette	1.62	1.94	1.98	2.00	35,116.07	34,973.28	- 142.79
3	City of Loretteville	2.36	2.21	2.25	2.49	39,904.63	43,541.73	+ 3,637.10
3	St-Emile	.40	.29	.29	.44	5,143.26	7,694.12	+ 2,550.86
3	Town of Bélair	.58	.63	.64	.72	11,350.65	12,590.38	+ 1,239.73
3	Town of Val St-Michel	.28	.28	.28	.32	4,965.91	5,595.73	+ 629.82
3	Notre-Dame des Laurentides	.81	.84	.83	.75	14,720.37	13,114.98	- 1,605.39
3	Lac-St-Charles	.26	.35	.35	.59	6,207.39	10,317.12	+ 4,109.73
3	St-Augustin	.50	.60	.61	.67	10,818.60	11,716.05	+ 897.45
4	City of Charlesbourg	7.81	7.34	7.47	8.03	132,483.36	140,417.72	+ 7,934.36
4	Charlesbourg-Est	.19	.19	.19	.34	3,369.72	5,945.46	+ 2,575.74
4	Charlesbourg-Ouest	.51	.56	.57	.96	10,109.17	16,787.18	+ 6,678.01
4	Town of Vanier	1.67	1.62	1.65	1.77	29,263.40	30,951.35	+ 1,687.95
4	Town of Orsainville	2.04	2.33	2.37	2.71	42,032.87	47,388.80	+ 5,355.93
4	City of Giffard	2.41	2.68	2.65	2.38	46,998.78	41,618.20	- 5,380.58
5	City of Beaufort	2.76	2.77	2.82	3.24	50,013.80	56,656.72	+ 6,642.92
5	Ste-Thérèse-de-Lisieux	.38	.47	.48	.42	8,513.00	7,344.39	- 1,168.61
5	Town of Montmorency	.68	.76	.78	.61	13,833.60	10,666.85	- 3,166.75
5	Town of Courville	.78	.82	.83	.88	14,720.37	15,388.25	+ 667.88
5	Town of Villeneuve	1.29	1.28	1.30	1.32	23,056.00	23,082.36	+ 26.36
		100.00	100.00	100.00	100.00	\$1,773,539.00	\$1,748,664.01	

- (1) Duberger district included
 (2) Neufchatel district included
 (3) Laurentien district included

Table 11 Budgetary estimates 1971-1972-1973-1974, by expense category

	1974	1973	1972	1971
300 Salaries	\$2,723,741	\$2,360,692	\$2,011,347	\$1,346,781
400 Allowances - travel expenses	195,604	167,395	167,200	142,781
500 Information and advertising	215,280	210,500	193,000	151,671
600 Printing - documentation	463,325	399,310	263,000	137,505
700 Building rental	181,989	175,738	150,043	109,598
800 Expenses incurred for studies and fees	33,000	69,000	49,250	81,000
900 Planning Commission	40,000	25,000	5,000	5,000
1000 Debt service	213,326	111,286	71,281	-
1100 Contingencies	60,993	52,784	45,680	168,410
Board of Revision	-	-	100,000	-
	<u>\$4,127,258</u>	<u>\$3,571,705</u>	<u>\$3,055,941</u>	<u>\$2,142,511</u>

Source: QUC, 1971 Budget; 1972 Budget; 1973 Budget; 1974 Budget

render its decision.

Financial powers: The Community may, by resolution, for the purpose of paying its expenses, levy property taxes within its territory. It may also, with the approval of the Quebec Municipal Commission, contract loans authorized by by-law.

Revenue: The Community levies no taxes at the present time. Its operating expenses are shared among its constituent municipalities on a pro rata basis in accordance with the uniform valuation of taxable real estate within the entire Community. Thus, the greater the total valuation of taxable property in a municipality, the larger is the share paid by it to the QUC to cover expenses (see Table 10).

Much of the Community's funding is provided by government grants. Since 1970, the QUC has received a total of \$818,000 in foundation grants from the Quebec government, given over two years and equal to one dollar per inhabitant. It has also received a \$1,328,000 grant and special loans from DREE totaling \$2,700,000 for the development of its regional industrial park in Saint-Augustin, a \$47,000 grant from the Quebec government for industrial promotion purposes and another \$49,000 to promote the tourist trade. In addition, as already mentioned, grants have also been given the QUCPC.

Expenditures: Estimated expenditures for the QUC increased from \$2,142,511 in 1971 to \$4,127,258 in 1974 (see Table 11).

C The City of Quebec

1 General presentation

1.1 Date of incorporation

The City of Quebec, founded in 1608, was granted its charter on June 5, 1832, when the "Act to incorporate the City of Quebec" received royal assent. The statute was revised in 1929 (RSQ, c. 95) and has undergone several amendments since. (See Schedule 1, List of amendments to the charter of the City of Quebec.) The most important change in the legal status of the City of Quebec was brought about when the Act establishing the Quebec Urban Community was passed (1969 SQ, c. 83).

1.2 Population

The population of the City of Quebec was 187,833 inhabitants on June 1, 1974, that is, 43.8 percent of the total population governed by the Quebec Urban Community.

1.3 Area

The City of Quebec extends over an area of 21,813 acres. The population density on June 1, 1972, was 10.3 inhabitants per acre.

1.4 Population curve

From 1956 to 1966, the number of inhabitants in the City of Quebec dropped from 170,703 to 166,984, a decrease of 2.16 percent. This curve was corrected, however, with the annexation of the neighbouring municipalities of Les Saules, Neufchatel, Charlesbourg-Ouest and Duberger.

2 Political structures

2.1 General structure

The City of Quebec is governed by a mayor, an executive committee, a municipal council and a manager.

2.2 Eligibility of citizens

2.2.1 Right to vote

Any person is entitled to vote provided he is 18 years old, a Canadian citizen and:

- has resided in the city for at least one year prior to the date set for enumeration;
or
- whose name is entered on the valuation roll in force as an owner of immovable property having a value of at least \$1,000 whether or not he resides in the City of Quebec.

In addition, any lessee or co-lessee of a store, counting-house, shop, office or place of business in the city is entitled to vote regardless of his place of residence, provided his name is on the valuation or collection roll and the rented establishment has a rental value of at least \$600, according to the valuation or collection roll.

2.2.2 Elected offices

The offices of mayor and councillor are elected positions. Three wards in the City of Quebec (Champlain, Saint-Roch, Limoilou) elect four councillors each. Four other wards corresponding to the recently annexed areas (Les Saules, Duberger, Neufchatel and Charlesbourg-Ouest) each have one seat. The Municipal Council is therefore made up of 17 persons, the mayor and 16 councillors. The list of Council members may be seen in Table 12.

2.2.3 Candidates

To be eligible to run for mayor or councillor, a candidate must meet certain conditions. First of all, he must have attained the age of majority, be a Canadian citizen and have resided in the city for 12 months prior to nomination. Secondly, there is a property qualification requirement to the effect

that he must be either the owner or tenant of a building whose real or rental value is at least three hundred dollars in the case of an owner, and two hundred dollars in the case of a tenant. Finally, all candidates running for the office of councillor must be domiciled in the ward in which they are seeking election.

2.2.4 Municipal political parties

Le Progrès Civique de Québec has for some years now occupied an important place in the municipal organization of the City of Quebec. In 1965, the PCQ candidate for mayor won the election with nine of the 12 councillors elected being members of this party. In 1969, Mr. Lamontagne was re-elected mayor. In addition, all the seats on council were won by members of the PCQ party. Finally, it is worth noting that when elections were held in November 1973, there was no unified opposition party to challenge the PCQ. On October 28, 1973, nomination day, 14 PCQ candidates and Mayor Lamontagne were declared elected by acclamation, with only two councillors' seats being contested. On November 18, 1973, two other PCQ candidates defeated their opponents.

2.3 The Council

2.3.1 Meetings

The Municipal Council meets about once every three weeks.

2.3.2 Powers

The Charter of the City of Quebec gives the Municipal Council the following powers:

- to adopt budgets and vote the appropriations necessary for the administration of the City. If Council fails to adopt the budget before April 1 of each year, it automatically comes into force;

Table 12 The Municipal Council of the City of
Quebec (October 1974)

Mayor

Gilles Lamontagne

Municipal councillors

Robert Blais

Jules Blanchette

Léonce Bouchard

Emilien Careau

J.-A. Charland

Rosaire Clermont

Jos. G. Coulombe

Marc-Omer Giroux

Romain Langlois

Gérard A. Moisan

Jean-Paul Pelletier

Emile Robitaille

Alfred Roy

Oliver Samson

André Tremblay

Armand Trottier

- to approve contracts on behalf of the city in the cases where the Executive Committee cannot do so;
- to pass all city by-laws. Any by-law which Council has not either accepted or rejected after two consecutive meetings is considered to have been approved and accepted by Council;
- to appoint, remove, or suspend the manager and to reduce his salary, following a favourable vote of two-thirds of the councillors present.
- to create by by-law the various city departments and establish the field of their activities;
- to decide upon any report submitted to it by the Executive Committee;
- to require reports from the Executive Committee respecting any matter relating to the administration of the city;
- to approve the job classification plan, the scales of salaries and allowances relating thereto, upon the report of the Executive Committee;

The Council shall in particular create, by by-law, the following departments: law, public health, police, fire prevention, town-planning and personnel.

2.4 Council committees

The role of the Municipal Council is to exercise general control over the city's administration and to represent the interests of its citizens. This latter function is ensured in part by a number of Council committees and commissions:

- Le Comité de la Commission Athlétique (Athletic Commission Committee);
- Municipal Bureau of Tourism and Industry;
- Committee for the Restoration and Development of Old Quebec City;
- Quebec City Town Planning and Conservation Commission;
- Recreation Committee;

- Committee for the Protection of the Environment;
- Committee for the Incorporation of the St. Roch Mall.

The Municipal Council is responsible for appointing the members of these agencies. They are made up, as the case may be, of the mayor, a number of councillors and representatives of various intermediary bodies.

2.5 Executive Committee

2.5.1 Mandate

The Executive Committee of the Municipal Council exercises the executive power of the City's government. It fulfills this role by drafting by-laws and drawing up the budget.

2.5.2 Composition

The Executive Committee is made up of the mayor and four councillors appointed by him. Three councillors are appointed on a permanent basis. The fourth, whose term of office is three months, performs the duties of acting mayor when required; upon expiry of his term, he is replaced by another councillor. At the first meeting following an election, the mayor announces the appointments. The mayor then sits as chairman of the Executive Committee and casts the deciding vote in the case of a tie.

2.5.3 Powers

At these weekly meetings, the Executive Committee exercises the following powers:

- prepares and submits to the Municipal Council all by-laws, including those concerning taxes, licences, permits, other municipal assessments and the annual budget;
- sees that the appropriations voted by the Municipal Council are properly used; however, it

cannot allocate funds put at its disposal for any other purpose, unless an application for a transfer of funds is submitted to the said council;

- in the final analysis, the department heads are responsible to the Executive Committee for the administration of their respective departments. All communications between the Municipal Council and the departments must go through the Executive Committee;
- prepares and submits to Council all plans for the classification of the positions and salaries of city employees. The Executive Committee sets their salaries; any increase in manpower must first of all be authorized by the Executive Committee, provided the latter has enough funds at its disposal;
- submits a report to Council on all matters which it has agreed to report on. The Executive Committee makes known its decisions and suggestions through reports signed by the mayor.

These powers give the Executive Committee authority mainly in the areas of the city's finances, policies and employees. The Mayor plays a critical role on the Executive Committee through his power to appoint its members.

3 Departments of the City of Quebec

3.1 General

The City of Quebec has 13 departments which, with the exception of the City Clerk's Office and the Auditing Department, come under the authority of the Manager. (See Figure 5 for an organization chart of the various municipal departments, Table 13 for the 1973-74 and 1974-75 budgetary estimates of the City of Quebec, and Table 14 for the list of department heads.)

3.2 Manager

The Manager is appointed by the Municipal Council and, under the authority of the Executive Committee, acts as the city's administrator. This general responsibility involves the following specific duties:

3.2.1 The Manager as an intermediary between the Executive Committee and the department heads

- a) the Manager acts as the Executive Committee's representative and has authority over the department heads, with the exception of the clerk and the Auditor;
- b) the Manager provides liaison between the department heads and the Executive Committee by submitting to the latter projects prepared by the department heads, by coordinating departmental budgetary estimates and submitting them to the Executive Committee, and by forwarding to the latter all correspondence addressed to it by the various city departments;
- c) the Manager enjoys some independence in his role as an intermediary, in so far as all communications must pass through him (except when the Executive Committee orders a department head to appear before it) and in so far as he has the authority to examine, make recommendations and supervise the preparation of files or briefs submitted to the Executive Committee.

3.2.2 The Manager as an executive officer

- a) the Manager sees that the city's plans and programs are carried out and, under the authority of the Executive Committee, has plans and programs drawn up in order to ensure the repair and maintenance of the city's buildings and facilities and the normal operation and development of municipal departments.
- b) in cooperation with the Treasurer, he oversees

municipal expenditures and submits a list of accounts payable to the Executive Committee.

3.2.3 The Manager as an administrative advisor

- a) the Manager attends all meetings of the Executive Committee and takes part in discussions; however, he is not entitled to vote.
- b) the Manager attends all meetings of the Council and provides any information or opinion requested by it; in addition, he answers councillors' inquiries regarding municipal departments.

3.3 Internal management departments

There are five internal management departments: the Auditor's Department, the City Clerk's Office, the Legal Department, the Finance Department and the Personnel Department.

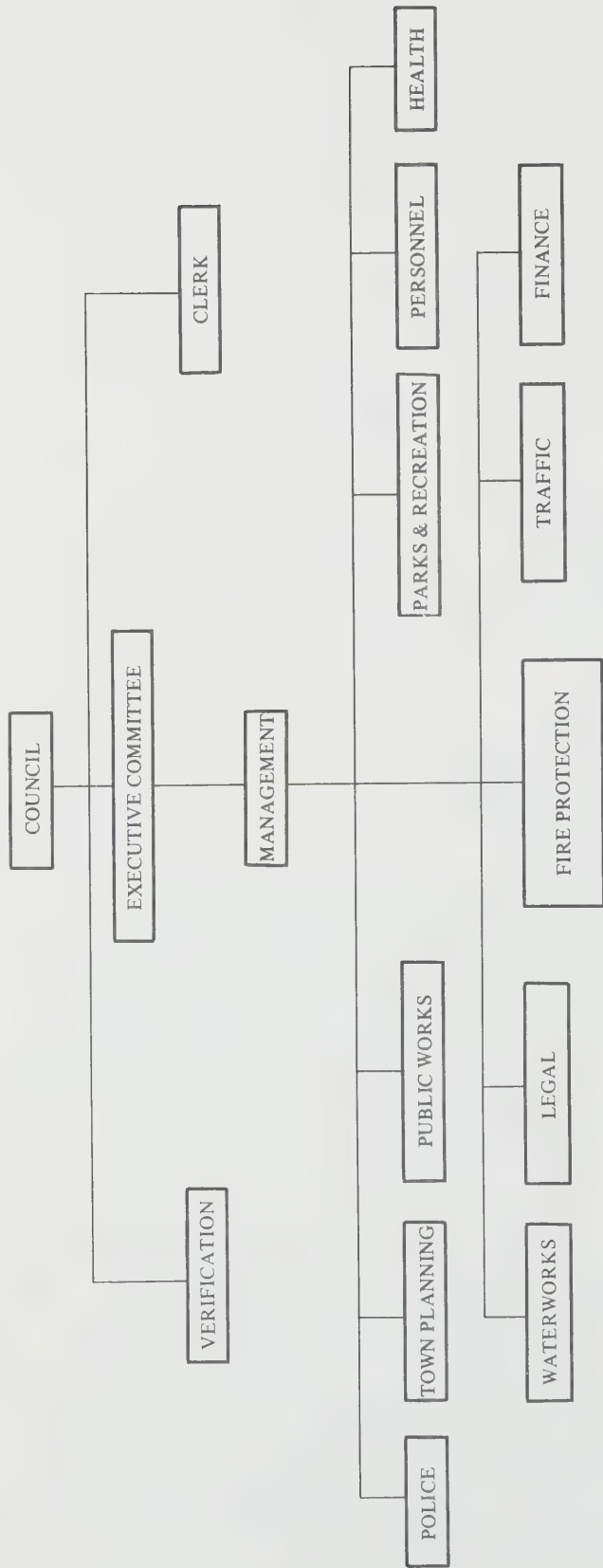
3.3.1 Auditing Department

The Auditing Department, directed by Roger Lachance, C.A., supervises the proper use of funds in the City of Quebec. To do this, it was given a budget of \$128,205 for the 1974-75 fiscal year. Of this amount, \$112,475 was spent on salaries and fringe benefits, while \$13,200 went to pay fees. This department reports directly to the Council.

3.3.2 City Clerk's Office

The City Clerk's Office, directed by Pierre-F. Côté, a lawyer, also includes the Records Division. The Department's total budget for the 1974-75 fiscal year was \$319,113. Of this amount, \$90,380 was given to the Records Department, and \$203,998 set aside for the exclusive use of the City Clerk's Department. Like the Auditing Department, this department also reports directly to Council.

ADMINISTRATIVE CHART - CITY OF QUEBEC



OTHER MUNICIPAL ADMINISTRATIVE ASSOCIATIONS

PROVINCIAL EXHIBITION COMMISSION
PLANNING COMMISSION
MUNICIPAL HOUSING BUREAU

OCTOBER 1974

Table 13 Estimates of Expenditures (1973-74 and 1974-75 budgets)

	1973-74	1974-75
	\$	\$
01 - City Council and Executive Committee	226,921	259,032
05 - Manager's Office	185,960	173,755
07 - General administrative expenses	7,000,927	1,422,582
08 - Data Processing Department	34,630	41,429
11 - Auditor's Department	115,222	128,205
14 - City Clerk's Office	267,346	319,113
17 - Finance Department	1,764,072	1,824,147
20 - Legal Department	596,242	658,949
23 - Town Planning Department	860,079	870,433
26 - Personnel Department	304,678	362,599
29 - Fire Department	6,628,878	6,969,701
32 - Police Department	7,797,132	9,154,896
35 - Public Works Department	14,140,497	16,032,224
38 - Traffic Department	640,159	716,570
41 - Health Department	1,252,062	1,093,443
44 - Parks and Recreation Department	3,341,898	3,843,892
47 - Water Supply Department	2,253,121	2,558,976

Table 13 - (cont'd)

	1973-74	1974-75
53 - Debt Service	\$11,459,445	\$14,019,226
58 - Quebec Provincial Exhibition	<u>4,378,135</u>	<u>2,555,871</u>
	63,247,537	69,005,043
59 -Repayment	<u>(2,267,918)</u>	<u>(3,149,848)</u>
	\$60,979,486	\$65,855,195

Table 14 List of department heads in the City of
Quebec (October 1974)

Manager	Jacques Perrault
Auditor's Department	Roger Lachance
City Clerk's Office	Pierre-F. Côté
Legal Department	Jean Charles Brochu
Treasury	Nicolas Guay
Personnel Department	Hervé Brosseau
Parks and Recreation Department	Arsène Turcotte
Water Supply Department	Claude Vincent
Health Department	Jacques Roussel
Police Department	Jean-Charles Vanhoutte
Fire Department	Cyrille Mainguy
Public Works Department	Roger Guay, Engineer
Traffic Department	Marcel Laliberté, Engineer
Town Planning Department	Jean Rousseau

3.3.3 Legal Department

Jean Charles Brochu is the director of the Legal Department, which also administers the Municipal Court. The share of the budget given each of these two bodies was \$227,502 and \$431,447 respectively, making a total of \$658,949. Out of this total, \$574,719 was allocated for the payment of salaries, fringe benefits and fees. Like each of the following departments, the Legal Department comes under the jurisdiction of the Manager.

3.3.4 The Finance Department

Under the direction of its treasurer, Nicolas Guay, C.A., the Finance Department handles general accounting, taxes, supplies and inventories for the city. Its operating budget for the 1974-75 fiscal year was \$1,824,147.

3.3.5 Personnel Department

The Personnel Department is directed by Hervé Brosseau, lawyer. For the purposes of recommending to the Executive Committee all persons to be hired, promoted, transferred, and so forth, there is a Personnel Office, established by statute (section 49, chapter 81, 13-14 Eliz. II), consisting of the director of the Personnel Department and the director of the department affected by the recommendation. The Personnel Department received a budget of \$362,599 for the 1974-75 fiscal year and appropriated \$313,501 for the payment of salaries and fringe benefits.

3.4 Service Departments

There are eight service departments: Parks and Recreation, Water Supply, Health, Police, Fire, Public Works, Traffic and Town Planning.

3.4.1 Parks and Recreation Department

The Parks and Recreation Department is directed by

Arsène Turcotte and has a budget of \$3,843,892. Of this amount, \$1,394,885 has been appropriated to recreational activities (sports, cultural and social activities, playgrounds and administration), while parks (landscaping, trees, maintenance of recreational facilities, inspection and surveys, administration) account for \$2,304,978 of the total budget. Finally, \$144,029 was earmarked for the Department's general administrative expenses.

3.4.2 Water Supply Department

The Water Supply Department is directed by Claude Vincent, Engineer, and in 1974-75 had a budget of \$2,558,976. The City of Quebec has a filtration plant under the Department's authority and \$608,420 of the budget was allocated for its maintenance. The upkeep and repair of the water works system are expected to cost \$1,454,067. Other planned expenditures (waste water, transmission, reservoir, administration and secretariat) total approximately \$496,489.

3.4.3 Health Department

Under the direction of Dr. Jacques Roussel, the Health Department concentrated its efforts in three areas: food quality control (\$176,210 in 1974-75), children's health (\$401,457) and air and water pollution control (\$149,045). General administration of the Department cost \$162,184 out of a total budget of \$1,093,443. Finally it should be noted that the Department has a laboratory (\$120,335) and maintains a medical clinic for employees of the City of Quebec (\$58,375).

3.4.4 Police Department

The Police Department is made up of six main administrative divisions: the Training Division (\$81,643 in 1974-75), the Public Relations and Prevention Division (\$489,632), the Auxiliary Services Division (for example, electronics, detention, legal

identification, and so forth - \$815,869), the Police Division (\$5,352,669), the Detective Division (criminal investigations and morality squad - \$1,283,800), and the Administrative Services Division (tickets, secretariat, and social security - \$1,131,283). The Police Department's total budget is \$9,154,896.

J.-Charles Vanhoutte is the Department's director and has been responsible for 397 policemen and 115 civilians since 1971, at which time the Department's budget was \$5,020,047.

3.4.5 Fire Department

Cyrille Mainguy is the director of the Fire Department. The 1974-75 budget administered by him is \$6,969,701. This budget is divided among the four administrative departmental units in the following fashion: Fire Commissioner's Office (for example, surveys and investigations - \$64,454 in 1974-75); Fire Prevention Division (\$150,662); Operations Division (for example, fire fighting, training, technical services - \$6,628,843); Administration and Secretarial Services Division (\$125,742). In 1971, the Fire Commissioner's Office, the Fire Prevention Division and the Administration and Secretarial Services Division each had seven employees on staff, while 457 persons were employed with the Operations Division. The Fire Department's budget at that time was \$5,421,423.

3.4.6 Public Works Department

The Public Works Department has the largest budget of any agency in the City of Quebec. In 1974-75 the budget made provision for \$16,032,224 to be allocated to the various tasks assigned the Department. These tasks are carried out by six administrative divisions: the Surveying and Expropriation Division (\$160,106); the Technical Projects Division (for example, studies of construction projects submitted by other municipal departments - \$113,430); the Roads and Sanitation

Division (for example, maintenance and repair of roads, snow clearance, garbage removal and disposal - \$11,731,348); the Municipal Property Division (for example, the maintenance of buildings belonging to the City of Quebec - \$1,352,811); the Equipment Division (maintenance and servicing of municipal vehicles - \$1,443,987) and the Electrical Division (public lighting, traffic lights, electrical facilities, relations with Bell Canada and Hydro-Québec - \$1,018,385). For 1974-75, \$212,157 was allocated for general administration purposes and secretarial services in the department. In 1971, when the Department had a budget of \$11,650,000 at its disposal, it employed 650 persons. The present director of the Department of Public Works is Roger Guay, Engineer.

3.4.7 Traffic Department

The Traffic Department, directed by Marcel Laliberté, Engineer, tries to make the best use of the road and sidewalk system by tackling the sources of congestion and accidents. The means at its disposal for doing this are provided mainly by its power to pass traffic and parking by-laws in the City of Quebec. There are four administrative divisions within the Department. The first, the Roads Use Division, is responsible for making and setting up traffic signs, laying road markings and so forth. Secondly, the Project Study and Development Division handles all aspects of improved transportation efficiency (statistical surveys, regulation, planning and design of road signs). Thirdly, the Public Relations Division handles all complaints and inquiries and provides a public information service. Finally, the Administrative Division assists the Director in the exercise of his duties. In 1974-75, the Traffic Department's budget was \$716,570, \$481,678 of which was appropriated for signs, and the rest for administrative purposes.

3.4.8 Town Planning Department

The Town Planning Department was allocated a budget of \$870,433 in 1974-75. These funds were distributed among its constituent administrative units as follows: Comprehensive Studies Division, whose purpose is to provide a technical, scientific and economic basis for planning: \$123,705; Housing Division, whose purpose is to study trends in and encourage the construction of residential housing: \$111,047; Planning Division, whose function is to control the spread and intensity of urban activities by recommending appropriate regulations, derives its funds from the budgets of the other Divisions; Development Division, which is responsible for all projects handled by the Department once they have passed the planning stages: \$109,058. The Permits Division, whose main task is to process applications for building permits and see that the prescribed conditions are met, will have \$355,514 at its disposal in 1974-75. Finally, it should be noted that the Department's administration and secretariat account for \$171,109 of the total 1974-75 budget. The director of the Town Planning Department is Jean Rousseau. (See Figure 6 for an organization chart of the Town Planning Department.)

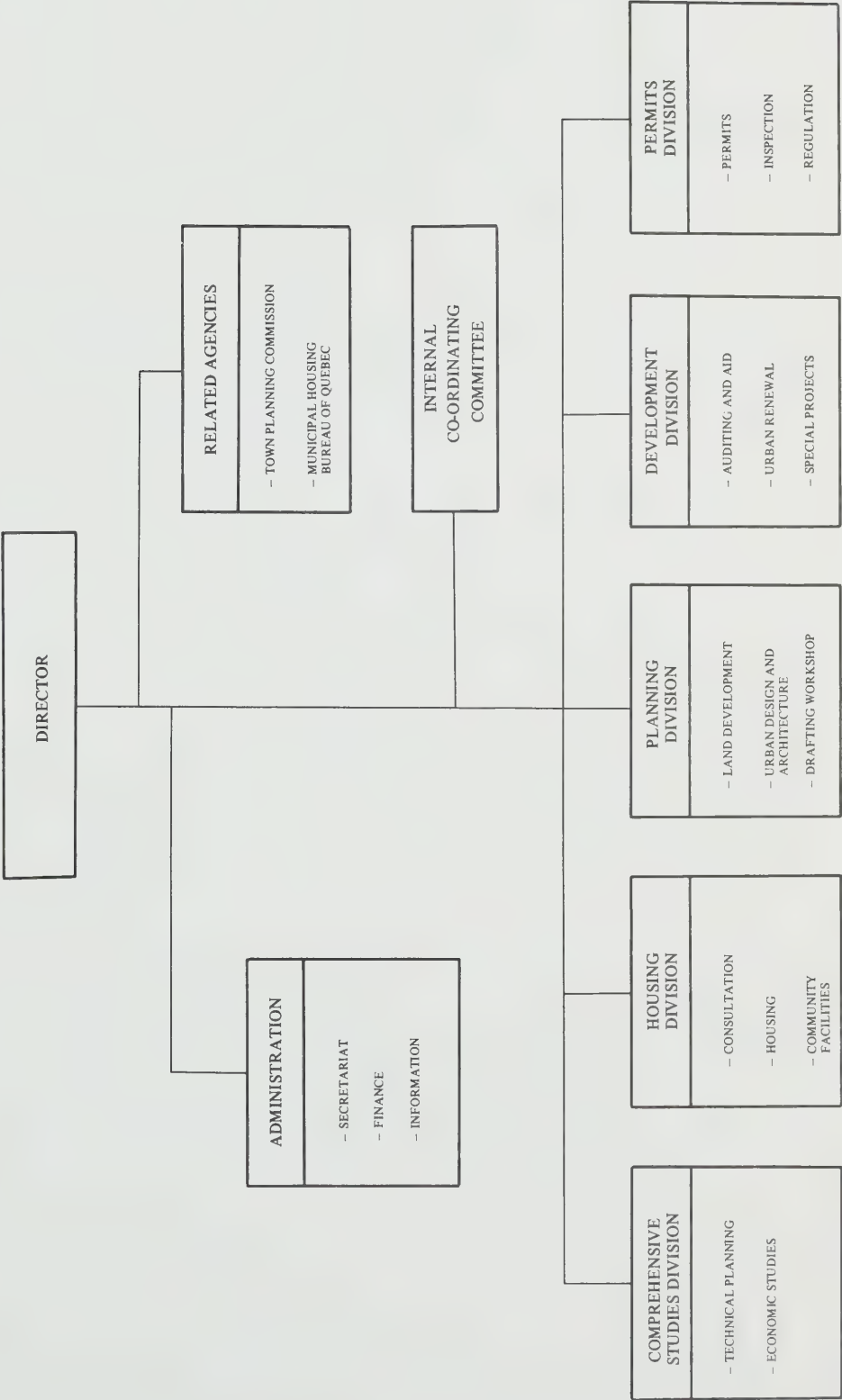
4 Independent agencies

There are three independent agencies in the City of Quebec: the Town Planning Commission of the City of Quebec, the Municipal Housing Bureau of the City of Quebec and the Quebec Provincial Exhibition Board.

4.1 Town Planning Commission of the City of Quebec

The Commission was established under Section 548 of the Charter of the City of Quebec. It is made up of five members, including the mayor, chosen from among the citizens of the City and appointed by the Council on the recommendation of the Executive Committee.

FIGURE 6 ORGANIZATION CHART OF THE TOWN PLANNING DEPARTMENT OF THE CITY OF QUEBEC



The mayor is the ex officio chairman of the Commission, with the Town Planning Department acting as its adviser and providing it with a secretariat.

The Commission's mandate is the following:

- (a) it is authorized to divide the various parts of the city into zones and to have this division approved by the Council;
- (b) it supervises the architectural appearance and symmetry of buildings in the various zones;
- (c) notwithstanding any building regulation, it is authorized to refuse to approve any building, repair or wrecking permit.

The Commission carries out its mandate while working in close cooperation with the Town Planning Department (much more recently established).

4.2 Municipal Housing Bureau of Quebec

The purpose of the Municipal Housing Bureau of Quebec, established in 1969, is to acquire, build and administer low-rental housing for persons on low incomes. The Bureau has its own staff (22 employees in 1971), although the Director of the Town Planning Department of the City of Quebec is the Bureau's general manager. The Town Planning Department handles the initial planning of projects while the Bureau is responsible for implementing and carrying them out.

4.3 Quebec Provincial Exhibition Board

The Quebec Provincial Exhibition Board, chaired by the Mayor, plans and organizes an industrial, farm and cultural exhibition each year. The budget of the City of Quebec earmarked \$2,555,871 in 1974-75 for this purpose.

D The city of Sainte-Foy

1 General presentation

Sainte-Foy became a rural corporation on July 9, 1855. In 1949, the Legislature granted it a charter (13 George VI, 1949, c 101). The city of Sainte-Foy is governed by the Cities and Towns Act, except for certain additions to and departures from it contained in its charter and in a number of special statutes. (See Schedule 2, list of statutes respecting the city of Sainte-Foy.) The city of Sainte-Foy has 71,000 inhabitants over an area of 3,800 acres (1973).

2 Political structures

The city of Sainte-Foy is governed by a mayor and municipal council, all elected by universal suffrage, with age (18 years and over) and residency being the only eligibility requirements. The term of office of the mayor and the seven councillors is four years. The Council is aided in the performance of its duties by a number of committees and commissions such as the Finance Committee, the Town Planning Commission, the Recreation Commission and the Planning, Development and Industrial Promotion Committee. The budget managed by these agencies in 1973 was \$15,456,000. (See Figure 7: Organization chart of the city of Sainte-Foy and Table 15 for the list of Council members.)

3 Administrative structures

3.1 General structure

The administrative structure of the city of Sainte-Foy provides for a chief administrator and eight department heads. (See Table 16 for a breakdown of staff employed by the city of Sainte-Foy, by department, and Table 17 for the 1973 and 1974 budgets by item.)

3.2 Chief Administrator

Raymond Hébert is the Chief Administrator of the city

of Sainte-Foy. His duties consist of communicating and implementing the decisions of City Council. As such, he is responsible for directing, coordinating and planning the activities of the various municipal departments.

3.3 Public Protection Department

Under the direction of Fernand Lapointe, the Public Protection Department includes both the police and fire departments. In 1973, the PPD's budget was \$2,330,768.

3.4 Public Works Department

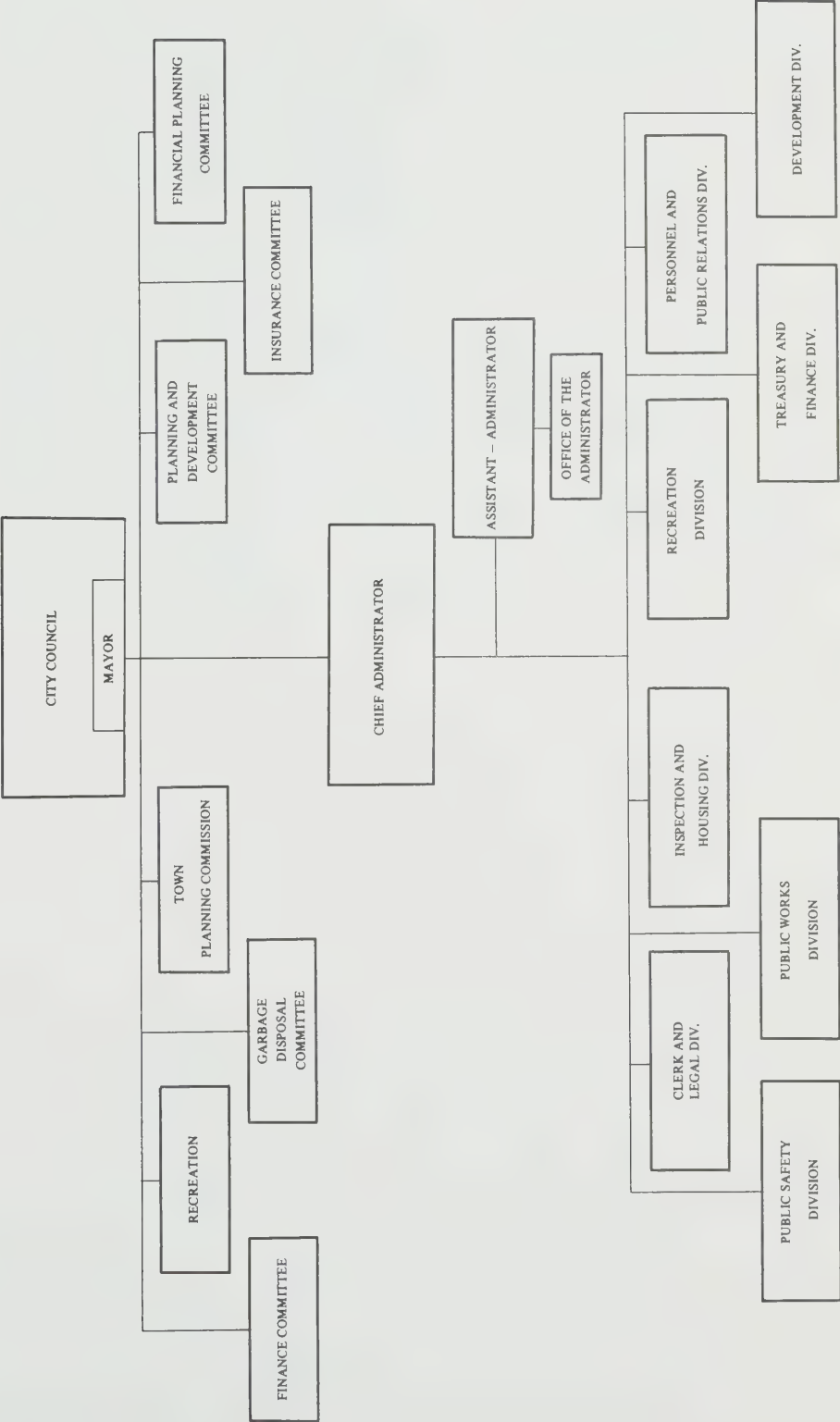
Paul Despatis is the director of the Public Works Department. It is made up of two divisions: the Field Services Division, which is responsible for the maintenance of municipal property and the road, water and sewer systems; and the Engineering Division, which handles the planning of construction projects and improvements to these systems. The Public Works Department's budget in 1973 was \$2,231,092.

3.5 Recreation Department

Under the direction of Jean Lavoie, this department is responsible for the administration of municipal recreational facilities and for setting up a complete program of sports, artistic and social activities. The budget of the city of Sainte-Foy provided a sum of \$1,179,306 to cover the expenses incurred by this department in 1972.

3.6 Town Planning Department

The Town Planning Department is responsible for planning and controlling land use in the municipality. It is also responsible for the administration of zoning and subdivision by-laws. In addition, it examines all applications for building permits in cooperation with the Public Works Department. Its



(July, 1974)

CITY OF SAINTE-FOY ORGANIZATION CHART

FIGURE 7

Table 15 Municipal Council of the city of Sainte-Foy
 (October 1974)

Mayor	Bernardin Morin
Municipal councillors:	Charles E. Matte
	Léopold Arcand
	Jacques Bureau
	Paul Baillargeon
	Paul Dutil
	Anatole Robichaud
	Ludger St-Pierre

director is Gilles Delisle.

3.7 Building Inspection Department

The Building Inspection Department, directed by Marcel Jobin, works in cooperation with other municipal departments and is responsible for the following: inspection of buildings under construction, lists of businesses and industries for business tax collection purposes, supervision of garbage disposal and sanitation, reading of water meters, and maintenance and control of the use of municipal buildings.

3.8 Internal management departments

There are three internal management departments. The City Clerk's Office and Legal Department are directed by Noël Perron, while the Finance and Treasury Department is under the direction of Edmund O'Neill. Pierre-A. Thomas is in charge of the Personnel and Industrial Relations Department.

Table 16 Number of employees by Department at Sainte-Foy City Hall
(October 16, 1974)

	Officer	Permanent employees	Others
Chief Administrator	Raymond Hébert	34	-
Assistant Administrator	Florent Fortier	24	-
Administration	-	27	-
City Clerk's Office	Noël Perron	69	180
Building Inspection Department	Marcel Jobin	15	2
Recreation Department	Jean Lavoie	142	21
Personnel Department	Pierre-A. Thomas	292	-
Public Protection Department	Fernand Lapointe	20	-
Public Works Department	Paul Despatis	10	-
Finance and Treasury Department	Edmund O'Neill	<u>633</u>	<u>203</u>
Town Planning Department	Gilles E. Delisle		
Total:	836 employees (633 permanent)		

Note: in 1966, the city of Sainte-Foy employed 330 persons

Table 17 Budgetary estimates for the city of
Sainte-Foy, by item (1973 and 1974)

	1973	1974
General administration	\$ 1,253,820	\$ 1,537,800
Municipal Court	85,500	90,000
Civil protection	1,500	-
Combined Police-Fire Department	2,425,000	2,938,500
Public Works (administration)	157,500	210,500
Roads	540,000	773,000
Snow removal	1,350,000	1,718,000
Street lighting	240,000	240,000
Traffic	110,000	216,500
Public transit	167,500	-
Waterworks and sewer	1,336,650	1,548,000
Garbage collection	741,000	897,000
Health and welfare	76,000	85,500
Town Planning and zoning	201,180	260,000
Recreational and cultural activities	1,465,000	1,792,200
Protection of persons and property	25,000	-
Loan repayment	-	6,255,000
Quebec Urban Community	-	546,000
Total:	\$15,456,000	\$19,108,000

II Political and administrative structures involved
in urban development planning

A Agencies involved in land development

1 Municipalities

1.1 Town Planning Department of the City of Quebec
The Town Planning Department of the City of Quebec is involved in a number of planning projects.

Old Quebec City: There is a committee for the restoration and development of Old Quebec City, chaired by the director of the Town Planning Department of the City of Quebec (see 2.4). Through this committee, the Town Planning Department has made people aware of the importance of developing the centretown area.

Saint-Roch Shopping Centre: To help reverse the trend towards a decrease in business activity in the downtown area, the Town Planning Department helped set up a shopping centre in the Saint-Roch district.

Parliament Hill: The Town Planning Department was consulted in connection with improvements to the Parliament Hill area (construction of buildings, landscaping).

Housing: Through the Housing Bureau and the Town Planning Commission, the Town Planning Department is indirectly involved in housing.

St. Charles River: The Town Planning Department was involved in the landscaping of the banks of the St. Charles River. It is presently studying the possibility of setting up a municipal park by the river.

Integration of Lower Town: The Town Planning Department is studying a project to set up a complex at the point where Lower Town and Upper Town meet.

The complex would include the construction of a Cegep over the Montmorency-Dufferin Expressway leading into the downtown area. In addition, there would be a bus terminal. The Town Planning Department is also considering the feasibility of building an escalator to accelerate the movement of pedestrians from Lower to Upper Town.

Link between Quebec City and Lévis: The Town Planning Department is presently studying the viability and

feasibility of the various means of linking Quebec City to Lévis. A number of possible routes for a bridge and a plan for a tunnel have been proposed. Railway tracks: The Town Planning Department is interested in finding ways of removing the railway tracks in the St-Roch district. Such a project would make a considerable amount of urban land available for use.

1.2 Town Planning Department of the city of Sainte-Foy

The Town Planning Department of the city of Sainte-Foy has concentrated its efforts in the following areas:

Town planning master plan: The Town Planning Department has already carried out a study and description of the Laurentien district with a view to drafting a development plan for this area.

Pointe Sainte-Foy: The Town Planning Department has begun the consolidation of lots in the western part of Sainte-Foy in order to make way for the setting up of a huge new residential and business complex in Pointe Sainte-Foy.

Map and statistical files: By setting up a file of maps and statistics, the Town Planning Department hopes to provide itself with the means of increasing its efficiency in the area of urban planning.

Landscaping program: The Town Planning Department has been assigned the task of suggesting steps which could be taken to improve the landscaping of the city in general and of municipal property and land in particular.

2 Regional agencies

At the regional level, three types of institutions are involved in urban development planning:

- (a) the Greater Quebec City and South Shore regional development councils;

- (b) the Quebec Urban Community; and
- (c) the Intergovernmental Coordinating Committee for the Quebec City area.

The first type of agency is a part of the regional consultation machinery set up by the QPDB (see 3.2). As the agencies mentioned are not, however, currently in operation in Quebec City, they are not described here. As for the QUC, it acts in two ways: first, directly, through its Industrial Promotion Department, and secondly - and in a more complex manner - through the QUPC, which it has commissioned to draw up a development plan. Finally, the Intergovernmental Coordinating Committee brings together representatives of the three levels of government within the region.

2.1 The QUC Industrial Promotion Department

2.1.1 General structures (see Part I, 2.4.3.2)

2.1.2 Major projects

(a) Construction of a Metropolitan Quebec City industrial park in St-Augustin. For this project, the Community acquired 42,000,000 square feet of land for setting up a land bank. Financial assistance from DREE (\$1,328,000 in the form of grants and \$2,700,000 in the form of special loans) enabled the Community to service part of this park in order to attract industry. In September 1973, six industries set up operations in the park, making a total investment of almost \$2,500,000 and creating about a hundred jobs.

(b) Promotion of industrial and harbour activities and participation of departmental employees on the supervisory committee of a study undertaken by the QPDB and DREE on the economic prospects and physical planning of Quebec City harbour.

(c) Development of the Beauport Flats and municipal parks in Sainte-Foy, Vanier, Beauport, Giffard,

Quebec City and the district of Duberger.

(d) Commissioners sit on a number of planning and study committees such as the:

- Metropolitan Quebec City Chamber of Commerce and Industry;
- Harbour Committee (development and planning);
- Air Routes Committee (direct connection with the United States);
- Natural Gas Committee (pipeline project to serve the whole area).

2.2 The QUC Planning Commission

2.2.1 General structures (see Part I, 2.4.4.1)

2.2.2 Planning projects

The role of the QUCPC in the area of urban planning is evaluated here by a presentation of Phase I of the development plan and of the new management, coordination and planning machinery which it is in the process of setting up, with a view to moving on to Phase II of the plan, rendering it operational.

(a) Development Plan: Phase I (1972)

Phase I of this plan was broken down in the following manner:

(i) Establishment of support techniques:

- basic mapping of the entire area of the QUC and Metropolitan Quebec City (special area) and land use survey;
- Système d'Information Urbaine et Régionale (SIUR) (urban and regional information system), which is an urban information bank whose purpose is to provide regional development officers with modern and efficient technical data.

(ii) Carrying out of sector studies in the following areas: regional parks; housing; business and industry; transportation.

Each study deals with the potential of the region and field concerned, examines needs and makes recommendations. All studies were conducted by consulting firms.

(b) Coordinating and planning machinery

A planning team and a board of directors were recently set up within the QUCPC, with the board acting as an intermediary between the commissioners and the director of the planning team. (See Figure 8 for an organization chart of the QUCPC.)

(i) Planning team:

The "team's" mandate is to render the development plan operational. It is made up of three distinct operational sections:

Research and Systems Section: responsible for surveys, the statistical analysis of data, work on the SIUR project and maps;

Plans and Programs Section: responsible for sector studies (land use, housing, transportation, and so forth), and for the preparation and updating of the development plan. In addition, it provides the necessary coordination with municipal plans, develops five-year development programs and participates in municipal town planning studies;

Special Projects Section: responsible for studying all short-term projects which the team may be asked to decide upon. It established development norms and standards with a view to promoting their uniform application throughout the territory of the Community.

The team, whose director was appointed in January 1974, is made up of approximately 10 professionals (an architect, town planner, geographer, economist, recreologist and analyst-programmer), three draftsmen and two planning technicians. Its secretariat is operated by the QUCPC's secretary, who has an information officer working under him. When at

full strength, the team should include approximately 20 professional and non-professional employees.

Its initial budget was approved by the Intergovernmental Coordinating Committee (see 2.3 below). Four agencies are involved in financing it: DREE and MSUA (\$200,000); DMA (\$50,000), and the QUC (\$25,000). These figures indicate total estimated contributions to the QUCPC in 1973-74.

(ii) Board of Directors

This board was established as a follow-up to one of the recommendations of the QUCPC in its "Development Plan: Phase I", which suggested that the municipalities concerned should be involved in developing the plan.

The Board's function consists of holding statutory meetings of the town planning directors of the municipalities of Quebec City and Sainte-Foy, of Charlesbourg and Beauport. The Manager of the QUC, the Director of the Planning Team and the Secretary of the QUCPC are also members of the board.

The role of the town planning directors is twofold:

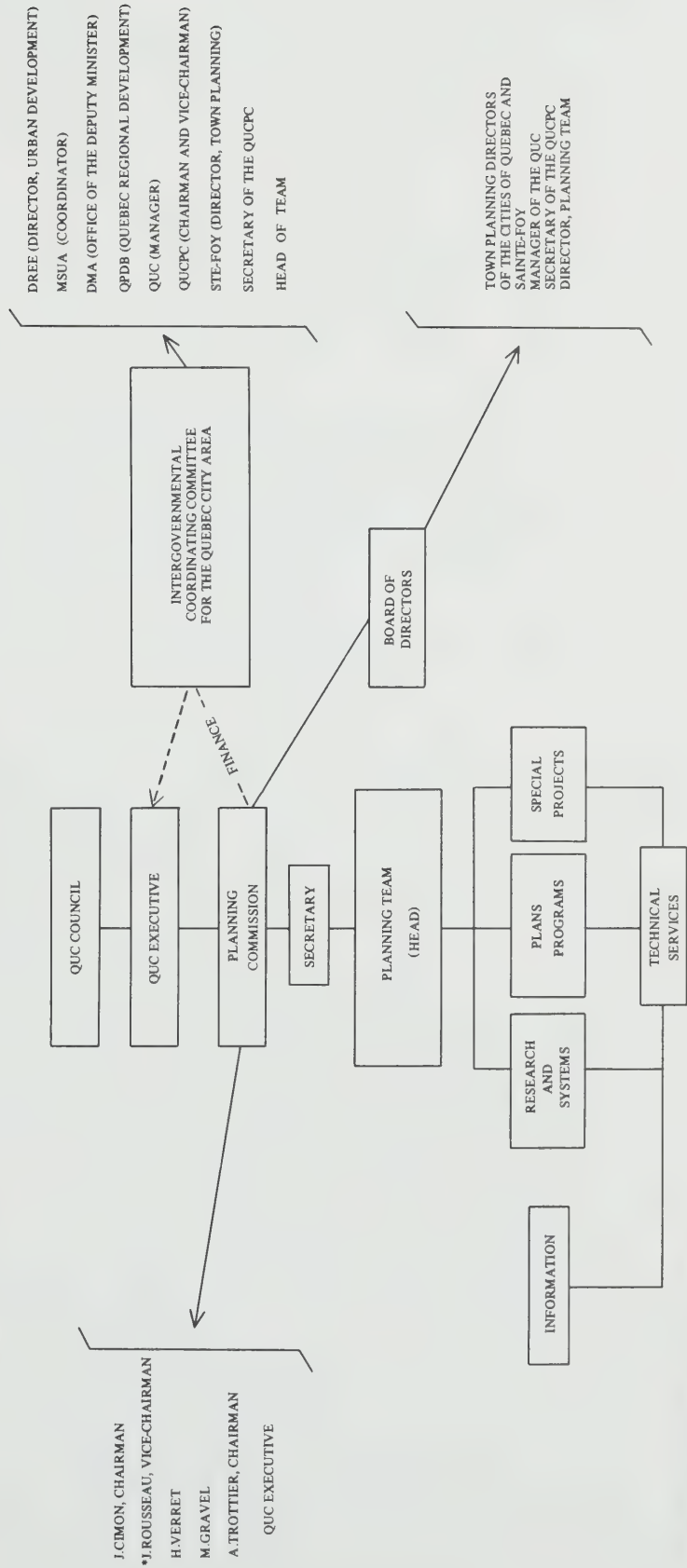
- to inform the municipalities of the work being done by the QUCPC and to ensure the coordination of the municipalities' efforts in working with the QUCPC;
- to establish technical relations between the mayors who are members of the QUC Executive Committee and the planning team.

The participation of the Manager of the QUC makes it possible to coordinate planning activities with other departments in the Community.

The Secretary of the QUCPC helps coordinate the three component parts by providing the Board of Directors with a secretariat.

It should be noted, that at least four

FIGURE 8 ORGANIZATION CHART OF THE QUCPC AND THE INTERGOVERNMENTAL COORDINATING COMMITTEE FOR THE QUEBEC CITY AREA



*MR. SERGE FILION FROM THE TOWN PLANNING DEPARTMENT OF THE CITY OF QUEBEC IS PRESENTLY REPLACING MR. ROUSSEAU

UNOFFICIAL ORGANIZATION CHART
SEPTEMBER 1973

ARROWS INDICATE THE COMPOSITION OF THE AGENCY IN QUESTION

board members attend the meetings of the Intergovernmental Coordinating Committee, namely, the town planning directors of the cities of Quebec and Sainte-Foy, the Manager of the Community and the Secretary of the QUCPC, and the head of the planning team.

2.3 Intergovernmental Coordinating Committee for the Quebec City region

2.3.1 Establishment

The Coordinating Committee was set up following an exchange of letters between the Minister of State for Urban Affairs and the Minister of Municipal Affairs of Quebec. The agreement establishing the committee made provision for a grant to be given the QUC by the MSUA for financing the planning team.

2.3.2 Composition

According to the agreement, the members of the Committee are the Deputy Minister of MSUA, the Deputy Minister of DMA, and the Manager of QUC. In practice, the deputy ministers delegate representatives and each of the parties concerned invites representatives of other departments or agencies involved in land development in the Quebec City area. A typical meeting of the Committee, classified according to type of government, would include the following (see Figure 8 for an organization chart):

- Federal government:
 - MSUA (the Deputy Minister and/or representatives);
 - DREE (representatives from the regional office).
- Provincial government:
 - DMA (the Deputy Minister and/or representatives);
 - QPDB (the director of the central region and the delegate for Quebec City).
- Quebec Urban Community:
 - The Manager, Chairman, Vice-chairman and

Secretary of the QUCPC, the head of the planning team

- Municipalities:

The Director of Town Planning for the city of Sainte-Foy.

2.3.3 Operation

The Committee has met 16 times since it was established in May 1973. Its chairman is the representative from the DMA and its secretary, the secretary of the QUCPC.

The Committee's methods of work are flexible. It sets up working groups (one has been set up so far in the area of public transit) and, depending upon the items on the agenda of meetings, it invites members of various agencies involved in developing urban policies to attend (mayors of the South Shore municipalities, officers of provincial departments not represented on the Committee, the chairman of the QUCTC, and so forth). Officers of federal departments not represented on the Committee are also invited to participate in these working groups.

2.3.4 Role

The Committee's role is to promote coordination between the various types of government in the Quebec City area. It does this in three ways:

- (a) by stimulating coordination and the exchange of information between various federal and provincial departments in connection with their respective projects for the region;
- (b) by trying to adopt a comprehensive approach to the development of the region;
- (c) more specifically, by coordinating certain special projects (public transit, improvements to the Armoury and the Ilot de l'Arsenal) and by ensuring the planning team's work.

3 Provincial agencies

3.1 Department of Municipal Affairs

3.1.1 General organization

The Department of Municipal Affairs was established under chapter 169 of the 1964 Revised Statutes of Quebec. It has the following mandate:

- (a) To see that the laws concerning the municipal system are administered and enforced throughout the Province of Quebec.
- (b) The Department is responsible to the National Assembly for a number of special agencies: the Quebec Housing Corporation, the Quebec Municipal Commission and the Outaouais Development Corporation;
- (c) The Department is responsible for the Act respecting the new international airport (chapter 48 of the 1970 Quebec Statutes) under which the Service d'aménagement de territoire de la région aéroportuaire (SATRA) (Regional Planning Department of the Airport District) was set up.

The general organization of the Department may be seen in Figure 9.

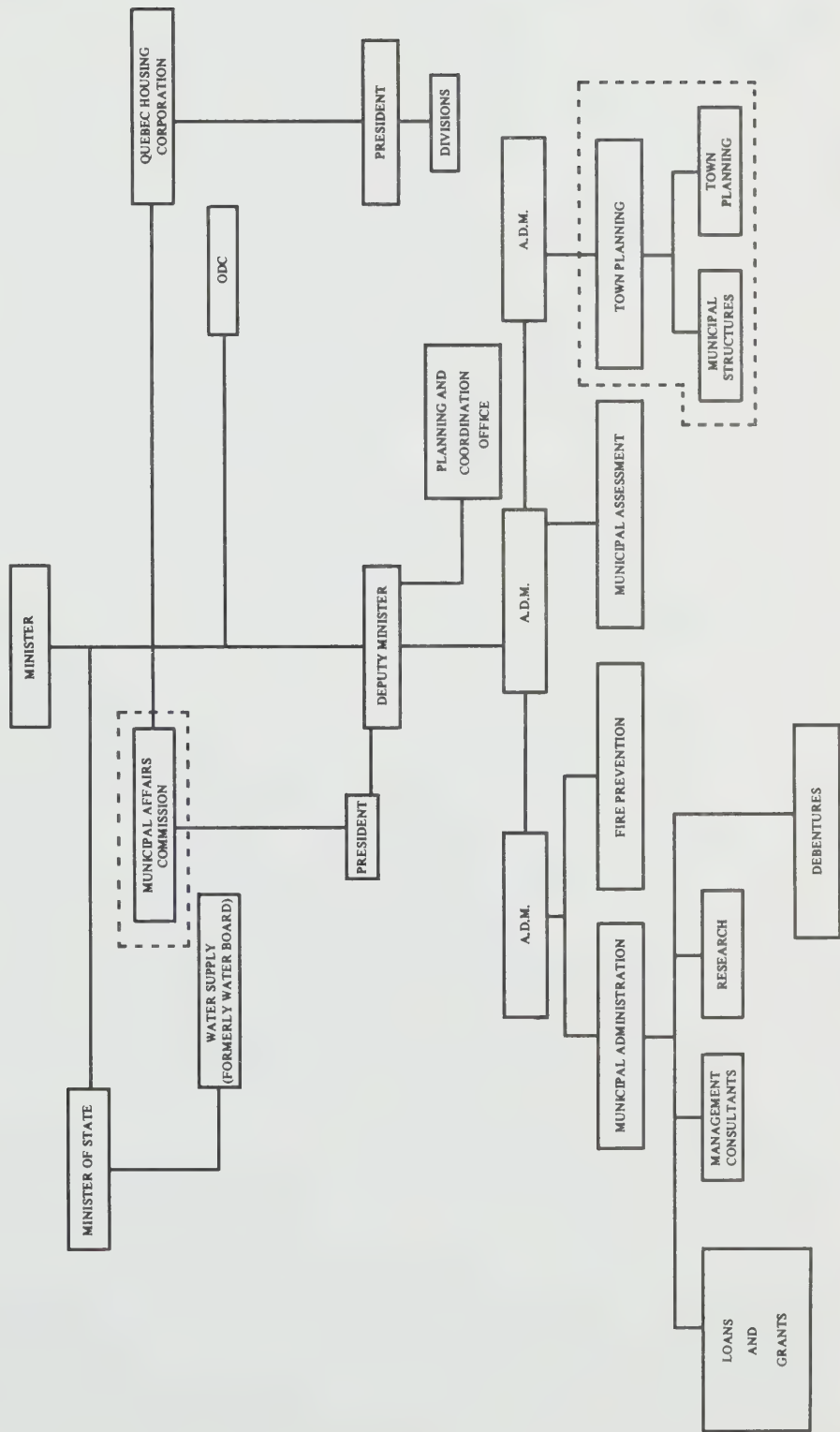
3.1.2 Administrative bodies involved in land development. (These bodies are enclosed in dotted lines in the organization chart in Figure 9.)

(a) The Quebec Municipal Commission

The Quebec Municipal Commission is governed by chapter 170 of the 1964 Revised Statutes of Quebec. It is composed of ten members, including a president and three vice-presidents.

The Commission does not have a role as such in urban land development but it does act as a supervisory agency in connection with the financial commitments of the municipalities and the QUC. It also has quasi-judicial powers of inquiry in the area of

FIGURE 9 ORGANIZATION CHART OF THE DEPARTMENT OF MUNICIPAL AFFAIRS



the amalgamation of municipalities.

(b) Town Planning Branch

The Department's Planning Branch was eliminated in 1971 and its staff transferred throughout the Public Service, with many of them being sent to the Town Planning Branch and the Deputy Minister's Office.

This branch is made up of two divisions:

(i) Town Planning Division

This division is undergoing reorganization so as to adapt departmental structures to the measures proposed in the "draft town planning bill" (see Document 64).

(ii) Municipal Structures Division

This division employs twelve professionals. Its budget for 1972-73 was \$2,300,000. Of this amount, \$1,700,000 was distributed in the form of grants to the municipalities as part of the new "Act to promote the regroupment of municipalities" (chapter 53 of the 1971 Quebec Statutes). This Act introduces two important measures. The first, coercive in nature, can force the municipalities to amalgamate and the second, merely persuasive in nature, enables the municipalities that do amalgamate to apply for a grant. The Division's objectives are pursued through municipal amalgamation programs. One such program concerns the Quebec Urban Community.

3.2 Quebec Planning and Development Bureau

3.2.1 General organization

The Bureau was established under the Quebec Planning Bureau Act (chapter 14 of the 1968 Quebec Statutes). Although it is a corporation within the meaning of the Civil Code, it is administered in accordance with government administrative regulations.

The Bureau's mandate is the following:

- (a) To prepare land development plans, programs and projects;
- (b) To coordinate the implementation of development programs and activities;
- (c) To represent Quebec in negotiations with DREE in matters relating to development.

In carrying out mandates (a) and (b), the Bureau enlists the participation of the entire government administration on the one hand, and solicits the opinions of the various socio-economic agencies in Quebec on the other. These contacts and consultations are ensured by the following agencies:

Ministerial Group, made up of four ministers and the minister responsible for the Bureau;

Interdepartmental Planning and Development Commission (IPDC), made up of 23 deputy ministers and other senior officials;

Quebec Planning and Development Council (QPDC).

Mandate (c) gives the Bureau responsibility for representing Quebec on the Development and Executive Committees set up under the Canada-Quebec agreements (see DREE 4.2).

The Bureau's general organization may be seen in Figure 10. At the administrative level, it consists of two main branches: the Planning Branch, which is involved mainly in carrying out studies and is presently undergoing reorganization in anticipation of the expected adoption of what is now the "working paper draft town planning and territorial development Act"; and the Development Branch, which has four regional planning directors (southern, northern, central and eastern regions). Each of these regional planning branches is divided among regional delegates.

3.2.2 Organizations involved in the Quebec City area
Two agencies are specially involved in the Quebec City area (See Figure 10 where they are enclosed in dotted lines.):

(a) Coordination of Agreements (Canada-Quebec)

This division is a part of the Development Branch. The officer in charge sits on the Executive Committee set up under the Canada-Quebec Agreement on the Quebec City special area (see DREE 4.1).

(b) Central Region Planning Branch

The director of this branch works within the Development Branch and is responsible for preparing a development plan for the entire region and for carrying out the Bureau's mandate in this regard. He is assisted in this task by a delegate for the Quebec City region. The Branch's major achievements in the Quebec City area are as follows:

- Responsibility for implementing the Canada-Quebec Agreement on Special Areas in Quebec City as Quebec's representative in negotiations with DREE, and for acting as a liaison officer, in certain cases, between provincial departments and the municipalities. (See Schedule 3 for the various Agreement projects in the Quebec City area);
- Financing of a management staffing study in the Quebec City area;
- Partial financing of the QUC development plan (channelling of federal funds);
- Financing of a sector study of the harbour in Quebec City (channelling of federal funds).

3.3 Other provincial agencies (list)

3.3.1 Department of Public Works and Supply

Except in the case of schools, collèges d'enseignement général et professionnel (Cegeps), universities and a number of hospitals, the Department of Public Works is responsible for public works in the Province of Quebec and for the construction and maintenance of government building in Quebec City.

Its principal projects in Quebec City are:

- "H" and "J" complexes, at a total cost of

\$50,000,000;

- "G" complex, at a total cost of \$50,000,000;
- The science complex in Sainte-Foy for which \$9,310,000 was appropriated in 1971-72;
- Place d'Youville: construction of a parking lot at a cost of \$3,185,000.

3.3.2 Historic Monuments Commission

The Commission was established under the Historic Monuments Act (1964, RSP, c 162). It consists of 20 members, including the Minister of Cultural Affairs or his representative, and the director of the Historic Monuments Division of this department. It reports to the Minister of Cultural Affairs.

The Commission approves all plans for the alteration of classified property or for the construction or alteration of property in a historic locality, including open spaces such as parks and roads, whether they are public or private property.

At the present time, there are four such historic localities in the Quebec City area: Old Quebec City, parts of Sillery, Charlesbourg and Beauport.

3.3.3 Laval University: a semi-public body

A 1950 statute gives special powers to the Laval University Corporation for the planning, development and administration of the campus (1950; 14 George VI, c 140). Thus, the University became involved in the decision-making process leading to the drawing up of plans for the Vallon Expressway to link up the Autoroute de la Capitale with Charest Boulevard and the Sainte-Foy shopping centre.

4 Federal agencies

4.1 Department of Regional Economic Expansion (DREE)

4.1.1 General organization

DREE was established on April 1, 1969, under the Government Organization Act, 1969 (a federal statute).

The Department's mandate is to administer assistance programs to facilitate economic expansion and social development in the areas designated for these purposes. In June, 1970, the Canada-Quebec Agreement on Special Areas was signed; it designated the Quebec City area as one of the three special areas in the Province of Quebec. (See Figure 1 for a map of the Quebec City special area.)

This agreement, which was to end in June, 1972, was extended until June 30, 1973, by a new agreement concluded in March, 1972. As a result of these agreements DREE is authorized to provide the province with financial assistance in the form of loans and grants, so as to enable infrastructures and services to be set up for promoting industrial and population growth in the special areas. DREE administers these agreements in cooperation with the QPDB through two committees (the Development and Executive Committees) and its regional office in Quebec City.

(a) Development Committee: This committee, established under article 15 (sic-16) of the agreement, is made up of four representatives from the federal government and four from the Quebec Government.

It is responsible for administering the agreement and for making recommendations to the two ministers in charge (from DREE and the QPDB) regarding any changes it feels necessary.

(b) Executive Committee: Established under article 17 of the Agreement, the Committee is made up of two members, one representing DREE's regional office in Quebec City (see below) and the other, the QPDB.

Its function is to ensure the routine administration of the Agreement and to report to the Development Committee.

4.1.2 Agencies operating in Quebec City

DREE is involved in urban development planning in Quebec City through its regional office in Quebec City. (See Figure 11 for an organization chart of the Department and its regional office.) The Regional Office is a part of the Regional Operations Division (Eastern, Western and Central Regions) and, as such, is the responsibility of the Deputy Minister in charge of the Central Region, which includes the Province of Quebec. It is under the authority of the director of the Quebec region and administers the Canada-Quebec agreements through the following sections:

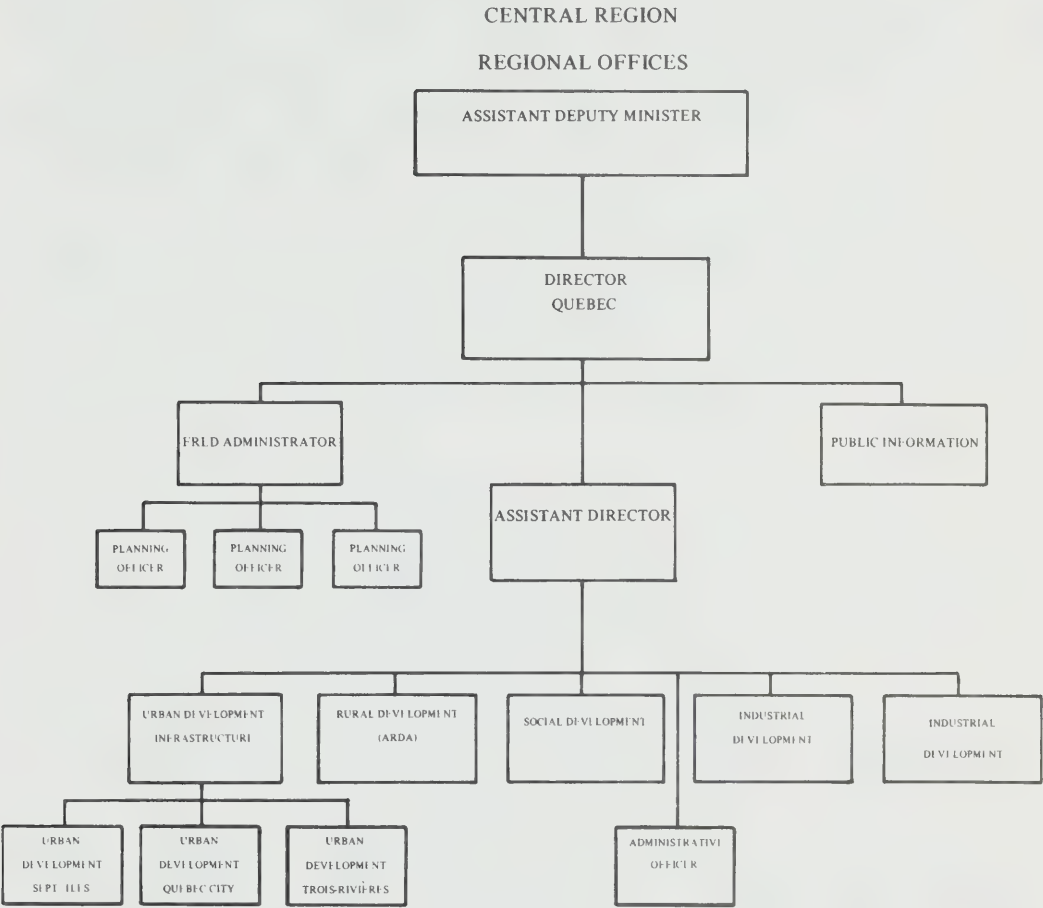
- ARDA Agreement;
- FRED Agreement;
- Social Development;
- Industrial Development;
- Urban Development.

The Urban Development Section handles the administration of the Agreement on Special Areas. The officer in charge of urban development (Y. Malepart) is a member of the special areas Executive Committee and supervises a development officer in each of the special areas (Quebec City, Trois-Rivières, Port-Cartier-Sept-Iles).

The principal duties of the urban development officer and the development officer for Quebec City are as follows:

- to prepare development projects for the Quebec City region by working in cooperation with their counterparts at the QPDB, namely, the director of the Central Region Planning Branch and the delegate for Quebec City. Once approved, the projects are submitted to the Executive Committee and to the Development Committee;
- to supervise the implementation of projects financed by the Agreement in cooperation with the QPDB. Like the latter agency, DREE does not

FIGURE 11 DEPARTMENT OF REGIONAL ECONOMIC EXPANSION



handle the actual implementation of projects; at this stage, its functions are purely administrative and supervisory in nature;

- to take part in a variety of study committees (such as the Quebec Harbour Committee and coordinating committees such as the Intergovernmental Coordinating Committee).

The projects undertaken under the Agreement in the Quebec City special area may be seen in Schedule 3, along with an indication of the sharing of costs between the Canadian and Quebec Governments.

4.2 Ministry of State for Urban Affairs (MSUA)

The principal duties of the Ministry of State (set up on June 30, 1971) at the provincial and Quebec City area levels are to coordinate the various federal programs in the region and to set up mechanisms for promoting consultation between the three levels of government (federal, provincial and municipal) in the Quebec City area. The Ministry of State is represented in Quebec City by a regional coordinator. Its action has consisted mainly of contributing financially towards rendering the QUC's development plan operational and of fostering cooperation between the administrations of the various levels of government through the setting up of a tripartite committee (the Intergovernmental Coordinating Committee for the Quebec City region).

4.3 Other agencies (List)

4.3.1 National Harbours Board (Quebec City harbour)

The Board has extensive powers in the area of land use within the boundaries of the Quebec City harbour. These boundaries extend over both shores of the St. Lawrence River from Cap-Rouge to the bridge to the Island of Orléans, that is, a distance of 13 miles. The Board is presently playing an important role in

the projects for the development of the Beauport Flats and for improvements to Quebec City harbour. It is represented on a number of study committees made up of representatives from the various levels of government, including the municipalities.

4.3.2 Department of Public Works (Waterways)

The Department of Public Works and the Ministry of Transport have jurisdiction over all projects passing on, over or below the St. Lawrence and in Quebec City harbour.

4.3.3 Ministry of Transport (Ancienne-Lorette airport)

4.3.4 National Defence Department (Camp Valcartier and the Citadel in Quebec City)

4.3.5 National Battlefields Commission (Plains of Abraham)

4.3.6 Indian and Northern Affairs Department (Historic parks in the region and the Huron reserve at Loretteville).

B Agencies involved in urban transportation planning

Several of the agencies described in the preceding section are involved in urban transportation planning. This section describes some of the agencies having special responsibilities in the area of urban transportation.

1 Municipalities

1.1 Quebec City Traffic Department

The Traffic Department was established in 1965 to bring all traffic matters in Quebec City under one department. The Department faces the following main problems:

- rationalization of traffic signs and lights in the city;
- financing of a public transit system;
- narrowness of streets in the downtown area and ever-increasing traffic flow;
- enforcing traffic regulations governing vehicles and pedestrians.

Although the Traffic Department is not directly responsible for dealing with all these problems, the ones it does concern itself with - mainly road signs and traffic control - are necessarily affected by the others. Coordination between the Traffic Department and other agencies involved in finding ways of dealing with traffic problems is ensured through informal contacts.

In the exercise of its duties, the Department works in conjunction with the following agencies:

- (a) Quebec Urban Community Transit Commission: There is frequent consultation between the Traffic Department and the QUCTC, since traffic signs have a direct influence on the efficiency of any public transit system. The Department makes suggestions from time to time concerning the setting up of new routes.
- (b) Municipalities in the Quebec City special area: There is little contact between the Traffic

Department and the other municipalities. The contacts that do exist are informal and are usually the result of spontaneous cooperation between the parties involved.

(c) Municipal departments in Quebec City: The Traffic Department has considerable contact with the Town Planning Department and the Department of Public Works. Any differences in opinion which may arise are resolved by the Manager's Office.

(d) Department of Transport: The federal and provincial Departments of Transport consult with the Traffic Department when planning roads projects within the City of Quebec.

2 Regional agencies

2.1 Quebec Urban Community Transit Commission (QUCTC)

2.1.1 General organization (see this part, section A)

2.1.2 Transport planning structures

The QUCTC is primarily an executive agency which, until now, has concentrated mainly on carrying out its mandate to integrate bus transit facilities throughout the Community. This task has proven to be a complex and costly matter, however. As a result, one of the Commission's main problems is its operating deficit and the manner in which it is shared by the municipalities in the Community. Some municipalities have challenged this deficit sharing by appealing to the Quebec Municipal Commission. In August, 1972, the Commission published a brief entitled "Public Transit and Traffic," an analysis of traffic problems in Quebec City as "perceived and experienced by the QUCTC" (see Document No. 7).

The Commission has a planning department of three

professionals, whose job is to carry out the studies necessary for improving the present system and for proposing new means of public transit. This department has already completed a survey entitled "Departure and Arrival Points, Northwestern Region" which was carried out in October 1972 and published in September, 1973 (see Document No. 5).

Finally, as the QUCTC's mandate gives it jurisdiction over all means of public transportation within its territory (Quebec Urban Community Act, 1969 SQ, c 83, section 211), it is the Commission's responsibility to study the implications of all new projects proposed by other agencies to improve the public transit system (such as the project proposed by the firm of N.D. Lea, included in the Planning Commission's plan). Thus, it is the Commission's intention to establish more formal relations with the Traffic Department of the City of Quebec through the setting up of a joint committee. It recently accepted an invitation from the Intergovernmental Coordinating Committee to participate in a number of transportation studies. While wishing to retain its ties with the Department of Municipal Affairs, the Commission would also like to establish closer relations with the new Department of Transport in Quebec City, especially in the event that the school bus system is integrated into the public transit system, and that the Quebec Transport Commission becomes more directly involved in the financial administration of the various transit commissions.

2.2 Quebec Urban Community Planning Commission

Section 142 of the Act establishing the Quebec Urban Community required that the QUC include in its development plan the approximate routes of the main traffic thoroughfares and a description of the nature, location and approximate routes of public utility services. This task was given to the QUCPC, which

included it in its work on Phase I of the development plan (see 2.2.2 above). The plan includes a study conducted by the firm of N.D. Lea which, following an analysis of the Quebec City transportation situation, concluded that the only option was a public transit system in the city. Two recommendations were submitted to the Commission:

- (a) That express bus routes be set up between major population centres in the suburbs (Sainte-Foy, Loretteville, Charlesbourg, Montmorency) and the main centre of employment, downtown Quebec City. These express routes could also be served by a parallel system of "Dial-a-bus-type" minibuses;
- (b) That a means of transportation be provided between Old Quebec City, the Parliament Buildings and the Saint-Roch district which would not only offer protection from the elements and operate on a full-time basis but would also - and especially - be in harmony with the topography and the historic character of the Old Town. Such a means of transportation might, for example, include a system of moving sidewalks between these points.

One of the tasks presently facing the QUCPC's planning team and the Intergovernmental Coordinating Committee is to study the proposals of the Lea report and the suggestions made by other agencies in order to draw up a public transit policy.

3 Provincial agencies

3.1 Department of Transport

3.1.1 General organization

The Department of Transport was reorganized in 1973 following the coming into force of the Transport Act (chapter 55 of the 1972 Quebec Statutes) and the Department of Transport Act (chapter 54 of the 1972 Quebec Statutes).

There were three major results of these Acts:

- (a) The former Roads Department and Department of Transport were combined within the same department.
- (b) The former Transportation Board was eliminated and the Quebec Transport Commission created, giving the latter agency increased powers in the area of the control and regulation of transportation;
- (c) Several statutes dealing with transportation in Quebec municipalities were amended. Thus,
 - Sections 80 and 81 of the Transport Act amend section 429 of the Cities and Towns Act (1964 Revised Statutes, c 193) and require that transport by-laws be submitted for the Minister's approval;
 - Sections 127 to 131 of the Transport Act amend sections 105, 239, 249, 251 and 254 of the Quebec Urban Community Act (chapter 83 of the 1969 Quebec Statutes) placing the QUC and the QUCTC under the control of the Minister of Transport and the Transport Commission;
 - Section 144 of the Transport Act makes similar amendments to the Municipal Code;
 - Sections 146 and 142 of the Transport Act similarly amend the Charter of the City of Quebec (1929, chapter 95).

The Transport Act and the Department of Transport Act give the Department of Transport a much wider mandate by forcing it to consider present transit systems in Quebec as a whole. (See schedule 4 for a list of the Department's new powers.)

The change is reflected in the Department's organization, which now includes the following six branches with an assistant deputy minister responsible for each (see Figure 12 for an organization chart of the Department): Transport Systems; Engineering; Motor Vehicles; Administration; and Personnel and

Communications.

3.1.2 Structures involved in urban transportation planning

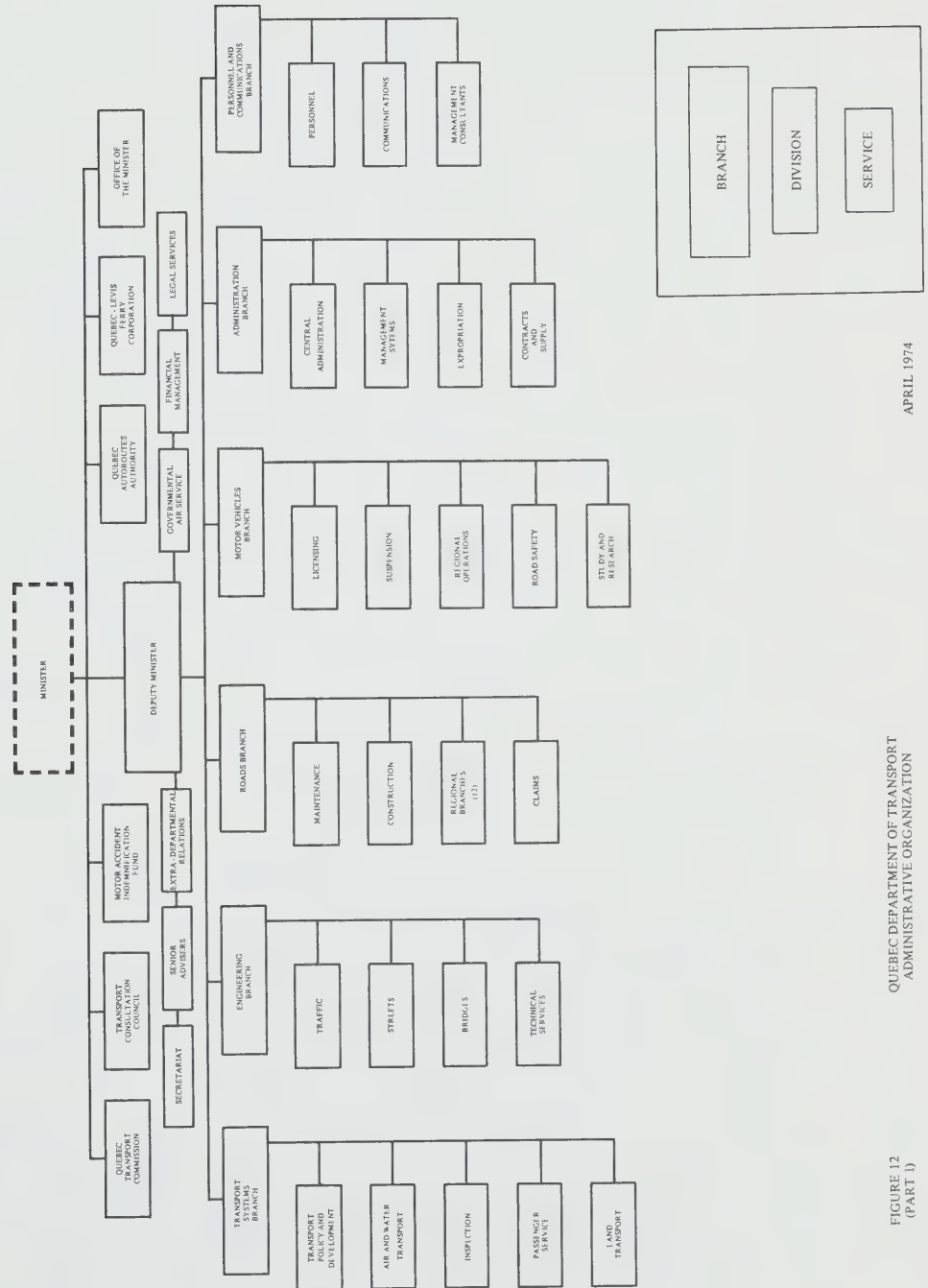
Transport Systems Branch: The purpose of this Branch is to draft a comprehensive policy and plan for land, water and air transport, within the limits of Quebec's constitutional jurisdiction. Its activity is therefore oriented towards the planning and integration of all transport systems and is mainly characterized by the drafting of policies, legislation, regulations and standards governing the services, the means of transportation and the public served. It includes five sections: Planning Studies Division; Sea and Air Transport; Passenger; Freight; Inspection.

All these agencies are involved in urban transportation planning but particular note should be taken of the important role of the Planning Studies Division and the Passenger Section, which includes the public transit and school bus systems.

Engineering Branch: This branch combines all administrative groups responsible for providing specialized technical assistance to other divisions of the Department. This includes developing construction programs, preparing plans and specifications, controlling the quality of construction, and maintenance. The Branch also oversees matters pertaining to expropriation.

The four branches incorporated by the Engineering Branch are: Traffic; Roadways; Bridges; Technical Services. The Traffic Branch includes one authority for the Quebec region and another for the Montreal region.

Roads Branch: The Roads Branch is responsible for all programs connected with the construction and maintenance of the roads system. To this end, it is divided into 12 territorial divisions called regional divisions, and three central divisions: Claims,



QUEBEC DEPARTMENT OF TRANSPORT
ADMINISTRATIVE ORGANIZATION

FIGURE 12
(PART 1)

APRIL 1974

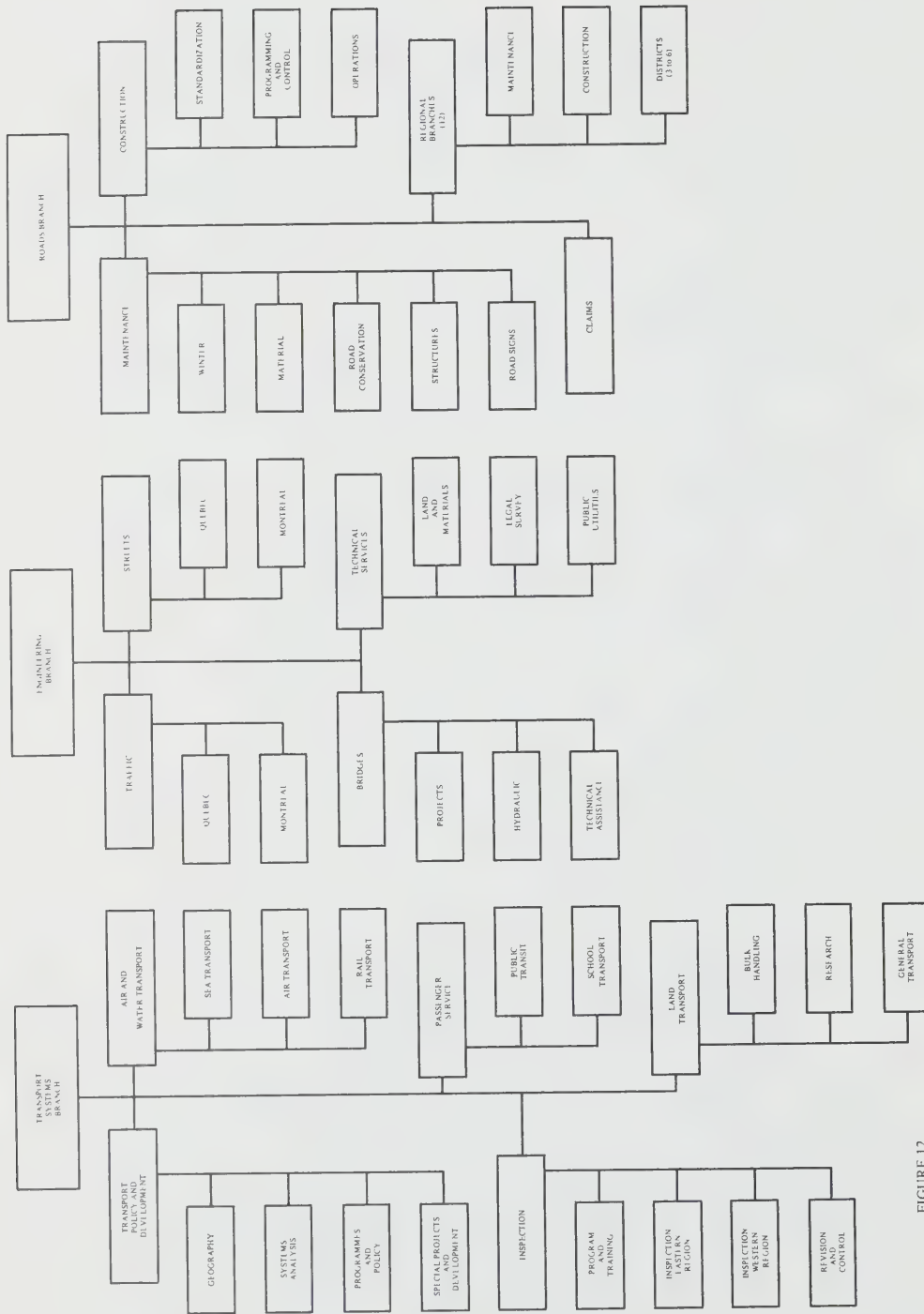


FIGURE 12
(PART 2)

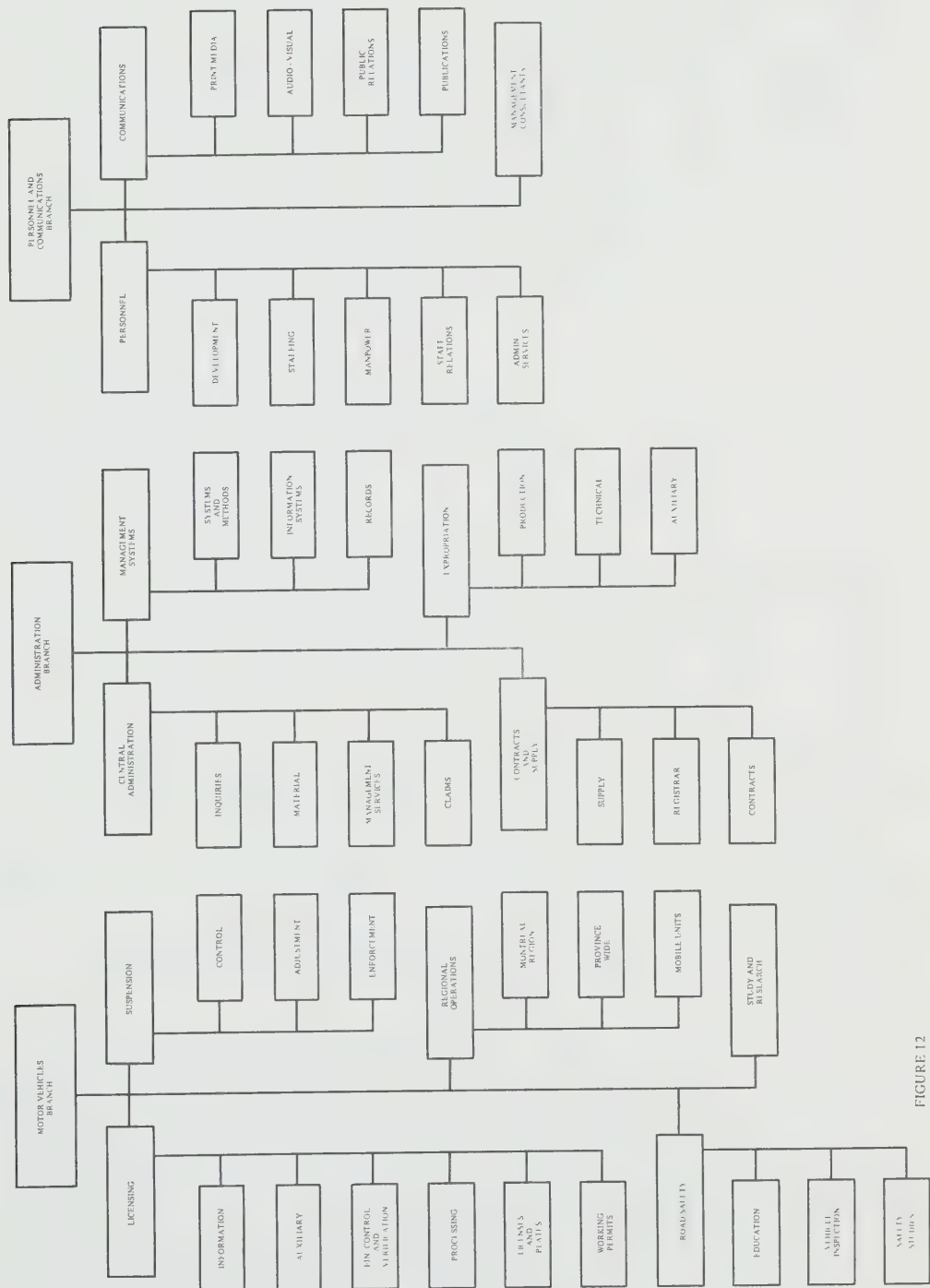


FIGURE 12
(PART 3)

Maintenance and Construction.

A number of projects are being carried out by this branch in the Metropolitan Quebec City area. They include: the Autoroute de la Capitale (Expressway linking Ste-Foy and Beauport); Henri Bourassa Boulevard; the Dufferin-Montmorency Expressway; Charest Boulevard West (Highway 540); Champlain Boulevard.

In 1971-72, the budget allocated for road projects in the region was \$28 million. Much of the financing was made possible through the Canada-Quebec Agreement on Special Areas. (See Schedule 3 for the projects in the Quebec City special area.)

3.2 Quebec Planning and Development Bureau

Because of the intersectorial nature of transportation and its importance for development, in order to carry out their mandates, the Central Region Planning Branch, the regional delegate for Quebec City and the Canada-Quebec Agreement coordinating officer have become involved in transportation project studies. In addition, the Bureau, as the principal negotiator with DREE, is directly involved in the study, financing, coordination and supervision of transportation projects in the Quebec City special area. Among other projects, the Bureau has taken on the following:

- Study of a possible direct air link between Quebec City and New York;
- Vallon Expressway project to connect the Autoroute de la Capitale with Charest Boulevard, with the QPDB acting as a project coordinator between the municipalities, Laval University and the Quebec City Roads Department;
- Conversion of the Belt Road section of Highway 5 into a divided highway. For this project, the QPDB asked the Roads Department to carry out a series of studies, with the latter beginning work on the project once the QPDB and DREE had made

available the funds provided for by the Canada-Quebec Agreement on Special Areas and obtained through the two committees established under the Agreement;

- STOLPORT project study (short takeoff and landing aircraft) to connect downtown Quebec City with the downtown area of another city. This study is being conducted jointly with the federal Ministry of Transport, the Quebec Department of Transport, and the municipalities of Quebec City and Ste-Foy (managers and town planning departments).

4 Federal agencies (list)

The federal government is assuming a role of ever-increasing importance in the area of urban transportation. The agencies listed below are the principal representatives of the federal government in discussions with the municipalities and provincial government concerning transportation in the Quebec City area.

4.1 Department of Regional Economic Expansion (project financing)

4.2 Ministry of State for Urban Affairs (financing of the QUCPC and chairing of the Intergovernmental Coordinating Committee)

4.3 Ministry of Transport

Two agencies called upon by provincial officers, the Transport Commission and the Transportation Development Agency, are a part of the Ministry of Transport. The latter agency's head office is in Montreal.

4.4 Canadian National Railway Company (railway tracks)

5 Private agencies

5.1 Canadian Pacific Railway Company (railway tracks
and Gare du Palais, the central railway station)

Conclusion

This report has described the main political and administrative structures having jurisdiction in the Greater Quebec City area. Table 18 situates these agencies with respect to their relative levels of involvement and, where applicable, outlines the territorial boundaries within which they exercise their mandate. The table should be interpreted by referring to the map which appears in Figure 1.

The basic administrative unit consists of the 44 municipalities in the Quebec City special area. It should be noted, however, that the special area is merely a geographical demarcation line for the purposes of giving grants and loans provided for under the Canada-Quebec Agreement, and does not constitute a form of regional regrouping.

The only such regrouping of municipalities which exists in the Quebec City area is the Quebec Urban Community. The QUC is a metropolitan government made up of 22 of the 44 municipalities in the special area. The Community has powers of its own which may be extended with the approval of the members of its Council. It has its own departments, and its relations with three commissions having jurisdiction either over the same territory (the Planning Commission), or over territory that does not entirely coincide with that of the Community (the Transport Commission and the Greater Quebec Water Purification Board) are defined by law.

There is no coordinating regional or governmental agency other than the Intergovernmental Coordinating Committee for the Quebec City area (a tripartite committee). In its "working paper draft town planning Act," however, the provincial government suggests the establishment of development sectors, within which the municipalities in the sector would be represented, for the purpose of drafting a sectorial development plan.

Two provincial government agencies are involved

mainly in the urban area: the Department of Municipal Affairs, which has a general mandate in matters relating to the municipal system, and the Quebec Planning and Development Bureau, which is responsible for planning and coordination in the various regions of Quebec.

Federal government programs are numerous in the Quebec City region, although the government's involvement makes itself felt mainly through the Department of Regional Economic Expansion. Other federal departments take part in more specific ways according to their mandates (Transport, Indian Affairs, National Harbours, and so forth). Last but not least, the Ministry of State for Urban Affairs is a policy coordinator in the area of town planning.

Table 18 Summary of government involvement in the Greater Quebec City Area

	Agencies	Area of jurisdiction
Federal	DREE MSUA and other departments	Special Area According to their respective mandates
Provincial	QPDB DMA and other departments	Administrative Region No. 3 According to their respective mandates
Regional	Intergovernmental Coordinat- ing Committee for the Quebec City area	Territory of the QUC at the present time
Metropolitan	QUC and paracommunity agen- cies: QUCPC, QUCTC, QQWPB	22 municipalities (area somewhat dif- ferent for the QUCTC and the QQWPB)
Municipal	Cities with a charter: Quebec City Cities and towns: 24 municipi- palities Municipal Code: 20 municipi- palities	According to their respective boundaries

Appendix 1 Amendments to the Charter of the City of Quebec

1930	SQ	c 110
1930-31	SQ	c 122
1931-32	SQ	c 104
1933	SQ	c 122
1936	SQ	c 44
1938	SQ	c 104
1939	SQ	c 102
1940	SQ	c 74
1941	SQ	c 71; c 72
1942	SQ	c 71
1943	SQ	c 49; c 50
1944	SQ	c 47; c 48
1945	SQ	c 71
1947	SQ	c 78
1948	SQ	c 51
1949	SQ	c 72
1950	SQ	c 77
1950-51	SQ	c 70; c 71
1951-52	SQ	c 63; c 64
1952-53	SQ	c 64
1953-54	SQ	c 65
1954-55	SQ	c 51
1955-56	SQ	c 30; c 33; c 36; c 67; c 68
1956-57	SQ	c 50
1959-60	SQ	c 22; c 100
1960-61	SQ	c 96
1962	SQ	c 58
1963	SQ	c 66; c 67
1964	SQ	c 70; c 69
1965	SQ	c 81; c 82; c 83
1966-67	SQ	c 85
1968	SQ	c 87; c 88; c 89
1969	SQ	c 86; c 87; c 88; c 90
1970	SQ	c 67; c 68; c 69
1971	SQ	c 94; c 95
1972	SQ	c 75
1973	SQ	c 79; c 80
1974		Bill 139

Appendix 2 Ste-Foy: Additions to the Cities and
Towns Act and statutes repealing parts
thereof

1-2	Elizabeth II	(1952-53)	c 88
2-3	Elizabeth II	(1953-54)	c 96
3-4	Elizabeth II	(1954-55)	c 84
4-5	Elizabeth II	(1955-56)	
5-6	Elizabeth II	(1956-57)	
6-7	Elizabeth II	(1957-58)	
7-8	Elizabeth II	(1958-59)	
17	Elizabeth II	(1958)	
20	Elizabeth II	(1971)	

NB: On August 28, 1965, letters patent amending several of the provisions of the charter of Ste-Foy were issued. On June 29, 1973, Bill 167 (a private bill) amending the charter of the city of Ste-Foy received royal assent.

Appendix 3 Projects financed by Canada and implemented by Quebec in Quebec City special area (\$000's)

Project	Total estimated cost*	Cost sharing			Other
		Canada			
		DREE			
		Ratio Grants/loans	Expenditures Incurred 1970-1972	Forecast 1972-1973	
		Grants	Loans		
1 Projects completed under the first agreement as at March 31, 1972					
Projects: development of tourism, regional roads and urban infrastructure					
Subtotal	30,664	9,230	12,984	41/59 22,214	- 8,450
2 Projects begun under the first agreement to be completed under the new one					
Beauport Flats service road from the Dufferin Expressway to the Belt Road	8,625	8,625	-	100/0 8,025	600 -

Appendix 3 (continued)

Project	Total estimated cost*	Cost sharing			Other
		Grants	Loans	Canada	
				DREE Ratio Grants/ loans	Expenditures Incurred 1970-1972 Forecast 1972-1973
Mont-Ste-Anne development - phase B: Section of Henry IV Boulevard from the Belt Road to Highway 2C (0.75 mile) and section of the Belt Road from Bertrand Boulevard to Henry IV Boulevard (3 miles)	5,300	530	4,770	10/90	1,773 3,527
Downtown underground parking with a capacity of 650 cars situated in the quadrilateral formed by Ste-Anne, Chauveau, Côte de la Fabrique and Desjardins Streets	8,700	8,700	-	100/0	7,500 1,200
Increase in capacity of Lauzon filtration plant	2,900	-	2,900	0/100	2,650 250
	658	-	658	0/100	597 61

Appendix 3 (continued)

Saint-Henri-de-Lévis aqueduct for industrial area	387	70	317	18/82	144	243	-
Regional management staffing study (QPDB)	120	120	-	100/0	42	78	-
Saint-Augustin industrial park (services)	2,300	1,300	1,000	57/43	2,150	150	-
Saint-Augustin industrial park (roads)	700	700	-	100/0	259	441	-
IRC - Industrial Research Centre, Quebec City science complex	4,600	1,000	3,600	22/78	1,382	3,218	-
Water and sewer system, Saint- Féréol-les-Neiges	700	70	630	10/90	-	700	-
Reconstruction of Drouin bridge on Saint-Charles River	1,400	875	525	63/37	900	500	-
Grade separation on Saint- Sacrement Avenue	<u>1,400</u>	<u>350</u>	<u>-</u>	<u>100/0</u>	<u>230</u>	<u>120</u>	<u>1,050**</u>
Subtotal	37,790	22,340	14,400	60/40	25,652	11,088	1,050

Appendix 3 (continued)

Project	Total estimated cost*	Cost sharing Canada			Other		
		DREE		Expenditures Forecast 1972-1973			
		Ratio Grants/ loans	Incurring 1970-1972				
		Grants	Loans				
3 New projects Place Royale Quebec Seminary	2,650	1,650	1,000	63/37	-	2,650	-
	400	400	-	100/0	-	400	-
Belt Road from Henri-Bourassa Boulevard to Highway 15	1,800	1,800	-	100/0	-	1,800	-
Saint-Augustin industrial park (services)	1,700	-	1,700	0/100	-	1,700	-
Saint-Roch mall - infrastructure	1,600	400	1,200	25/75	-	1,600	-
Development of the banks of the St Charles River	200	200	-	100/0	-	200	-

Appendix 3 (continued)

Sainte-Foy - 3 viaducts, rue du Vallon	<u>1,600</u>	<u>800</u>	<u>800</u>	<u>50/50</u>	<u>-</u>	<u>1,600</u>	<u>-</u>
Subtotal	9,950	5,250	4,700	52/48	-	9,950	-
Grand Total	78,404	36,820	32,084	53/47	47,866	21,038	9,500

* The total estimated cost includes the eligible costs as described in Section 6 (1)(a) plus 10 percent, as described in Section 6 (1)(b) but does not include the purchase of land except where otherwise stated.

**Canadian Transport Commission contribution financed by the CN and CP railway companies.

Appendix 4

A Powers of the Department of Transport - (Chapter 54, 1972 Quebec Statutes)

In pursuance of the Transport Department Act (Bill 221) which came into effect on April 1, 1973, the Minister of Transport is entrusted with the application of the laws and regulations respecting transportation and roads. His functions are:

to prepare policies relating to transportation and roads for the province of Quebec and propose them to the government, to implement such policies and supervise the application and coordinate the carrying out thereof.

The Minister shall in particular:

- (a) make an inventory of the means of transport and transport systems, determine their nature, number and quality, and appraise their effectiveness in terms of the social and economic development of the various regions of the province of Quebec;
- (b) within the scope of the law, take steps to improve transport services;
- (c) promote the development and implementation of safety and accident prevention programs;
- (d) establish and maintain transport services for all the departments of the Government and for all Government purposes, and coordinate the operations of such services with those of the transport services of any public or private body;
- (e) exercise supervision over the property of any railway built or subsidized by the Government, and over the works connected with or dependent on it;
- (f) see that the Highway Victims Indemnity Act (Revised Statutes, 1964, chapter 232) is applied and, except for traffic supervision and prosecution for offences, see that the Highway Code (Revised Statutes, 1964, chapter 231) is applied;
- (g) see that the decisions of the Transportation Board are applied;
- (h) promote the participation of individuals,

groups and bodies in determining means to meet their needs in the field of transportation;

(i) execute, or cause to be executed, road works which, by law, are incumbent upon the Government of the province of Quebec, in particular the laying, improvement, maintenance and repair of public highways and the construction, maintenance and repair of bridges;

(j) see that the Roads Act (Revised Statutes, 1964, chapter 133) is applied;

(k) promote studies and scientific research in the field of transportation and roads;

(l) obtain from the departments of the Government and the public bodies the available information respecting their programs, projects and needs regarding transportation and roads;

Bill 221 in fact sanctions the consolidation of the former Departments of Roads and Transport. Since it is associated with Bill 23 (Transport Act) and with the other accompanying acts and regulations, Bill 221 gives broader jurisdiction to the new Department of Transport than that held by its predecessor.

B Powers of the Department of Transport (chapter 55, 1972 Quebec Statutes)

Powers and regulations

Duties of the Minister: The Minister must prepare a plan of transport systems in the Province of Quebec, list the transport costs, rates and tariffs and, subject to the approval of the Lieutenant-Governor in Council, take steps to improve, coordinate and integrate them.

Subsidies: The Minister may grant subsidies for transport purposes, especially for the transport of

school children or any other persons attending educational institutions and, in such cases, take any steps to ensure that the pedagogical requirements determined by the Minister of Education are complied with.

Regulations: In addition to the other regulatory powers conferred upon him by this Act, the Lieutenant-Governor in Council may, by regulation:

- (a) establish standards, conditions or modes of construction, use, safe-keeping, upkeep, ownership or possession of any means of transport system which he indicates;
- (b) determine the nature, classes or the minimum and maximum number of transport permits;
- (c) fix the annual or other duties payable for the application for or issue of permits and fix the security which may be required;
- (d) prescribe standards for transport tariffs, rates or costs;
- (e) make the rules of practice and the rules for the internal management of the Commission, after consulting it;
- (f) change the administrative divisions of the Commission or assign a new class of transport to a division;
- (g) fix the tariffs of costs and expenses payable in any matter before the Commission or the Transport Tribunal;
- (h) fix the requirements applicable to specifications, calls for tenders, contracts, equipment, financing and management of means of transport systems and the establishment or change of lines or routes, take steps to see that the pedagogical and economic requirements regarding the transport of pupils are complied with, prescribe safety standards and provide for special requirements in cases where a subsidy is provided for by this Act;

- (i) determine the weights, measures and other standards applicable to any means of transport or transport system and to any person or thing transported;
- (j) subject to subparagraph k, authorize the Minister to pay to carriers by taxicab who hold permits issued under a municipal by-law before this Act comes into force, compensation in the amount established by the Commission, when, after hearing the petition of such a carrier, the Commission refuses to grant it a similar permit for transport by taxicab and such refusal is solely based on a limitation in the maximum number of such permits fixed by a regulation made under this Act;
- (k) determine the standards and conditions relating to the fixing by the Commission of any compensation contemplated in subparagraph j and the amount which such compensation shall not exceed;
- (l) take any other steps to apply this Act.

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G General

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The data were compiled by Louis Massicotte of the research team through telephone conversations with the secretaries of the municipalities concerned.

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